IN THE

Supreme Court of the United States

OCTOBER TERM, 1973

No. 73-1143

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT OF HABEAS CORPUS, *Petitioner*,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT, *Respondent*.

PETITION FOR A WRIT OF CERTIORARI TO THE SUPREME COURT OF THE STATE OF SOUTH DAKOTA

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IN THE

Supreme Court of the United States

October Term, 1973

No.

In the matter of the Application of Cheryl Spider DeCoteau, natural mother and next friend and on behalf of Robert Lee Feather and Herbert John Spider for a Writ of Habeas Corpus, *Petitioner*,

v.

The District County Court For The Tenth Judicial District, *Respondent*.

PETITION FOR A WRIT OF CERTIORARI TO THE SUPREME COURT OF THE STATE OF SOUTH DAKOTA

Petitioner, Cheryl Spider DeCoteau, respectfully prays that a Writ of Certiorari be granted to review the judgment and opinion of the South Dakota Supreme Court, entered in this case on October 31, 1973.

OPINIONS BELOW

The opinion of the South Dakota Supreme Court is reported at 211 N.W.2d 843 (1973) and printed in Appendix A. The Findings of Fact and Conclusions

of Law and Judgment of the South Dakota Circuit Court for the Fifth Judicial Circuit are unreported. They are printed in Appendix B.

JURISDICTION

This Court has jurisdiction under 28 U.S.C. 1257(3). The final judgment of the Supreme Court of the State of South Dakota was entered on October 31, 1973. In accordance with 28 U.S.C. 2101(c), this petition for a writ of certiorari is due on or before January 29, 1974.

QUESTION PRESENTED

WHETHER THE STATUS OF THE PATENTED PORTIONS OF A SOUTH DAKOTA INDIAN RESERVATION AS INDIAN COUNTRY WAS TERMINATED, AND STATE CIVIL JURISDICTION IMPOSED OVER INDIANS THEREON, BY A FEDERAL LAW WHICH PROVIDED FOR NON-INDIAN HOMESTEADING OF THE UNALLOTTED AND UNRESERVED TRIBAL "SURPLUS" LANDS ON SAID RESERVATION.

STATUTES INVOLVED

Articles 3 and 10 of the Treaty of February 19, 1867, 15 Stat. 505, Sections 26-30 of the Act of March 3, 1891, 26 Stat. 989, 1035, and 18 U.S.C. 1151 are set out in Appendix C.

STATEMENT OF THE CASE

On December 17, 1971 South Dakota brought dependency and neglect proceedings against Cheryl Spider DeCoteau, an enrolled member of the Sisseton-Wahpeton Sioux Tribe. The State sought to terminate the parental rights of Mrs. DeCoteau to her minor children, Robert Lee Feather and Herbert John

Spider. All of the incidents constituting the alleged dependency and neglect had occurred within the exterior boundaries of the Lake Traverse Reservation, as established under the 1867 Treaty, approximately 50 percent of the incidents occurring on federal trust lands and approximately 50 percent of the incidents occurring on "surplus" lands opened for homesteading in 1891 and patented to non-Indians. None of the incidents occurred on land (sections 16 and 36) set aside for common school purposes by the act of March 3, 1891.

The District County Court for the Tenth Judicial District assumed jurisdiction, and, on December 17, 1971, entered an order of temporary foster care for Herbert John Spider. On August 4, 1972, Mrs. DeCoteau moved the District County Court to dismiss the proceedings on the ground that all the incidents giving rise to said proceedings involved Indians and occurred in Indian Country and that, therefore, the Court lacked jurisdiction. The motion was denied on August 29, 1972, the Court ruling that the state courts have jurisdiction over Indians for actions occurring on non-Indian patented lands within the confines of the reservation.

On August 4, 1972 the District County Court continued its December 17, 1971 custody order with respect to Herbert John Spider and issued a custody order that Robert Lee Feather remain in the foster care arranged for him by South Dakota since March 12, 1971.

On August 31, 1972 Cheryl Spider DeCoteau petitioned the South Dakota Circuit Court for the Fifth Judicial Circuit for a writ of habeas corpus. That

Court found that petitioner and her children are duly enrolled members of the Sisseton-Wahpeton Sioux Tribe located on the Indian reservation where all of the alleged acts or omissions resulting in the dependency and neglect proceedings and custody orders occurred. The Court ruled, however, that incidents occurring on non-Indian patented lands within the treaty boundaries of the Lake Traverse Reservation did not take place in "Indian Country," and that, therefore, the District County Court's exercise of dependency and neglect jurisdiction and issuance of custody orders were proper. Accordingly, the Circuit Court denied the writ of habeas corpus.

Cheryl Spider DeCoteau appealed, assigning as error the Circuit Court's "conclusion of law . . . stating that the District County Court for the Tenth Judicial District has civil dependency and neglect jurisdiction over members of the Sisseton-Wahpeton Sioux Tribe residing within the exterior boundaries of the Lake Traverse Indian Reservation as established by the Treaty of February, 1867 when certain acts or omissions constituting a cause of action under the dependency and neglect laws of the State of South Dakota occur on non-Indian patented lands within the boundaries of said Reservation."

On October 31, 1973 the South Dakota Supreme Court filed its opinion affirming the Circuit Court's judgment. The Supreme Court ruled that the Act of March 3, 1891 disestablished the reservation status of the non-Indian patented portions of the Lake Traverse Reservation. In effect, the Court below further ruled that these portions of the 1867 treaty reservation are not Indian Country within the meaning of 18 U.S.C. 1151.

REASONS FOR GRANTING THE WRIT

I. The Ruling of the Supreme Court of the State of South Dakota Directly Conflicts with a Decision of the Eighth Circuit Court of Appeals Construing the Identical Federal Statute

The holding of the court below that Lake Traverse Reservation "surplus" lands opened to non-Indian settlement by the Act of March 3, 1891, 26 Stat. 989, 1035, are no longer within Indian Country, and that, therefore, Indians who commit acts or omissions in contravention of state laws on such lands are subject to the jurisdiction of state courts is in direct and irreconcilable conflict with the decision of the Court of Appeals for the Eighth Circuit in *United States ex rel. Feather* v. *Erickson*,——F.2d——(CA 8 December 7, 1973). (The decision of the Eighth Circuit is printed in Appendix D.)

In *Feather*, the Federal court, construing the identical 1891 statute as the court below, held that "the boundaries of the Lake Traverse Reservation remain as they were established in 1867," and, therefore, that an offense committed by an Indian on non-Indian patented lands within such boundaries had occurred in Indian country and was not subject to State jurisdiction. The statutory background of this decision, and of the contrary holding of the South Dakota Supreme Court is as follows:

The Lake Traverse Indian Reservation was established by the Treaty of February 19, 1867, 15 Stat. 505. It was set apart as a "permanent" reservation. 15 Stat. 505, 506 (Art. 3). In 1874 the United States reaffirmed its commitment to maintain a permanent Lake Traverse Reservation. Act of June 24, 1874, 18 Stat. 167.

Between 1867 and 1891 no laws affected the boundaries of the permanent Lake Traverse Reservation. Then, in 1891, a law was enacted which is the crux of this litigation.

The Act of March 3, 1891, c. 543, 26 Stat. 989, 1035, follows the general pattern of surplus land statutes enacted between 1890 and 1910. The Act provided for allotments to each Indian who had not been allotted; for withholding lands for religious purposes; for setting aside Sections 16 and 36 in each township for common school purposes; and for the remaining "surplus" lands to be subject to entry under the homestead and townsite laws. The United States acted as trustee and credited the proceeds of the land sales to the trust account of the Tribe, with the funds to be used for the education and civilization of the Sisseton and Wahpeton Sioux Indians.

The South Dakota Supreme Court ruled that the 1891 Act dis-established the reservation status of the non-Indian patented lands within the 1867 Treaty boundaries of the Lake Traverse Reservation, summarizing its view in the following language (Appendix A, p. 4a):

> By the very terms of this Agreement, the Sisseton and Wahpeton Bands of Indians sold their unallotted lands, and the United States Government paid a sum certain for each and every acre purchased. The money was deposited in the United States Treasury and the United States agreed to pay interest thereon. All the money was to be used for the sole benefit of the Indians. This then was an outright cession and sale of lands by the Indians to the United States. The land sold was separated from the reservation by Congress and became part of the public domain. In this Agreement the United States did not contract to act as trustee to sell the land for the Indians and credit the proceeds to the tribe. The government agreed to purchase the land outright. Therefore, the tribal title was extinguished and the reservation disestablished. The unallotted lands so sold are no longer in "Indian Country."

This statement by the South Dakota Supreme Court contravenes the 1867 Treaty and is irreconcilable with and a misconstruction of 18 U.S.C. 1151 which defines Indian Country as including "all land within the limits of any Indian reservation . . . notwithstanding the issuance of any patent." The decision of the court below is based primarily on a construction of Section 30 of the 1891 Act that the "lands ceded and sold would be subject to the laws of the State of South Dakota." The relevant portion of Section 30 states (Appendix C, p. 20a):

> That the lands of said Agreement ceded, sold, relinquished and conveyed to the United States shall immediately . . . be subject only to entry and settlement under the homestead and townsite laws of the United States excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the state wherein located.

In *United States ex rel. Feather* v. *Erickson, supra,* the Eighth Circuit, overruling an earlier decision,[1] held that the Act of March 3, 1891 merely opened for settlement the unallotted and unreserved "surplus"

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[1] *DeMarrias* v. *State of South Dakota,* 319 F.2d 845 (1963). The Act of March 3, 1891 has had a long prior history of judicial interpretation. *Application of DeMarrias,* 91 N.W.2d 480 (S.D. 1958); *State* v. *DeMarrias,* 107 N.W.2d 255 (S.D. 1961), cert. denied, 368 U.S. 844 (1961); *DeMarrias* v. *State of South Dakota,* 206 F. Supp. 549 (D.S.D. 1962); and the Eighth Circuit *DeMarrias* decision, *supra.* The South Dakota Supreme Court in its October 31, 1973 decision placed primary reliance on the federal *DeMarrias* decisions, now overruled.

lands within the Lake Traverse Reservation. The reservation, according to the Court, was not sold to the government outright and no portion of it was terminated. Construing the "subject to the laws of the state" clause in Section 30 of the 1891 Act, the Eighth Circuit stated that "in light of the general pattern adopted by Congress in making specific grants of these numbered sections in each township to the states," the clause most plausibly subjected only school lands to the laws of the state. Thus, based upon the legislative history, subsequent legislative treatment of the reservation, and the clear reservation termination language of contemporaneous enactments, the Federal court found that the clause did not express or clearly imply a Congressional intention to terminate the reservation status of the Lake Traverse lands opened for settlement. When reservations were abolished, more direct language was used.[2]

In addition to a direct conflict with *Feather,* the holding of the South Dakota Supreme Court is also irreconcilable with *The City of New Town, North Dakota* v. *United States,* 454 F.2d 121 (CA8 1972) and *United States ex rel. Condon* v. *Erickson,* 478 F.2d 684 (CA8 1973),[3] decisions where the Eighth Circuit, on closer factual situations analogous in all material respects to the Lake Traverse Reservation, found that the "surplus" lands opened for settlement on the Fort Berthold and Cheyenne River reservations respectively are in Indian Country. Although the reasoning in *Condon* compels a finding that the

[2] In 1874, for example, when Congress abolished certain reservation holdings of the Sisseton-Wahpeton Sioux, it used the words "ceded absolutely to the United States." Act of June 24, 1874, 18 Stat. 167.

[3] This Court cites *Condon* favorably in *Mattz* v. *Arnett,* — U.S. —, 93 S.Ct. 2245, fn. 23 (1973).

Lake Traverse Reservation is undiminished, the South Dakota Supreme Court never discussed *Condon.*

In summary, the decision of the court below presents a direct conflict with holdings of the Court of Appeals for the Eighth Circuit which only this Court can resolve.

II. The Decision of the Court Below Is Inconsistent with This Court's Ruling in Mattz v. Arnett that Indian Reservations Are Not Abolished by Federal Laws Which Merely Permit Non-Indian Homesteading of "Surplus" Reservation Lands.

The holding of the South Dakota Supreme Court is completely inconsistent with the decision of this Court in *Mattz* v. *Arnett,*———U.S.———, 93 S.Ct. 2245 (1973). *Mattz* held that the Klamath River Reservation was not terminated under an 1892 act providing for sale to the public of all unallotted, unreserved and unsettled lands "embraced in what was Klamath River Reservation" with payment of the proceeds to the Indians' benefit.

Although the 1891 Lake Traverse Reservation act is similar in purpose and effect to the act construed in *Mattz,* it more easily provides support for the position that portions of reservations owned by non-Indians are not terminated. Unlike the Klamath River Reservation, burdened with a legislative history of pre-1892 attempts to terminate it and with the fact that the Indians for whom the reservation was set aside had virtually abandoned it, the legislative history and continuous Indian occupation of the Lake Traverse Reservation unambiguously emphasize the fact that no portion of the permanent reservation has ever been terminated.

Mattz clearly controls the Lake Traverse Reservation situation. Yet, the South Dakota Supreme Court never mentioned *Mattz.*

CONCLUSION

The Lake Traverse Reservation was established by treaty in 1867. It has been Congressionally recognized and administered as an undiminished reservation ever since, as evidenced by repeated annual appropriations to support tribal activities throughout the treaty reservation. The 1891 Act does not indicate a purpose to withdraw federal authority over those portions of the reservation opened to non-Indian settlement.

Since large numbers of Sisseton-Wahpeton Sioux reside on the "surplus" lands, State asertion of jurisdiction infringes substantially on the sovereign treaty right of the Sisseton-Wahpeton Sioux to make their own rules and be governed by them, within an undiminished reservation. Indeed, a different conclusion would irreparably interfere with essential tribal relations, and impair the effective functioning of the Sisseton-Wahpeton Sioux as a tribe.

For the reasons set forth in this petition, Cheryl Spider DeCoteau, petitioner, urges this Court to issue a writ of certiorari to the Supreme Court of the State of South Dakota and also to reverse summarily the decision of that Court on authority of *Mattz* v. *Arnett, supra,* and *United States ex rel. Feather* v. *Erickson, supra.*

Respectfully submitted,

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APPENDIX

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APPENDIX A

#11200-a-JMD

IN THE SUPREME COURT

OF THE

STATE OF SOUTH DAKOTA

• • •

In the Matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT OF HABEAS CORPUS,

Petitioner and Appellant,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT, *Defendant and Respondent*

• • •

Appeal from the Circuit Court of Roberts County, South Dakota

• • •

HON. PHILO HALL, *Judge*

DOYLE, *Justice.*

This is an appeal from the judgment of the Circuit Court of Roberts County denying appellant's petition for a Writ of Habeas Corpus to release her two children from the custodial process of the district county court.

The essential facts are undisputed. Appellant, Cheryl Spider DeCoteau, is the mother of Robert Lee Feather and Herbert John Spider. All are members of the Sisseton-Wahpeton Sioux Tribe. The youngest child, Robert, was

given up for adoption by his mother on March 12, 1971. The older child was placed in a foster home by the county court after neglect and dependency proceedings were initiated by the Welfare Department. Both children are in foster home care at present by order of the county court of August 4, 1972.

It was stipulated by the parties that approximately fifty percent of the acts or omissions giving rise to the county court orders occurred on federal trust lands, and approximately fifty percent of said acts or omissions occurred on non-Indian patented lands, all within the exterior boundaries of the Lake Traverse Reservation, as originally established by the Treaty of February 19, 1867. 15 Stat. 505.

The appellant's petition for a Writ of Habeas Corpus challenged the jurisdiction of the state court. Whether the state court had jurisdiction depends on whether the non-Indian patented lands, where a portion of the acts or omissions occurred, are within "Indian Country".

In 1948 Congress enacted a statutory definition of what constitutes "Indian Country":

> "Except as otherwise provided in sections 1154 and 1156 of this title, the term 'Indian country', as used in this chapter, means (a) all land within the limits of any Indian reservation under the jurisdiction of the United States government, notwithstanding the issuance of any patent, and, including rights-of-way running through the reservation, (b) all dependent Indian communities within the borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a state, and (c) all Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same." Act of June 25, 1948, c. 645, 62 Stat. 757, as amended 18 U.S.CA. § 1151 (1970).

If the non-Indian patented lands (situs) involved in the present case are within this definition of "Indian Country" then the state courts of South Dakota have no jurisdiction, for the law is established that state jurisdiction does not extend to Indians in "Indian Country". Williams v. Lee, 1959, 358 U.S. 217, 79 S.Ct. 269, 3 L.Ed.2d 251; State of Arizona ex rel. Merrill v. Turtle, 1969, 9 Cir., 413 F.2d 683; Iron Crow v. Oglala Sioux Tribe of Pine Ridge Res., 1956, 8 Cir. 231 F.2d 89; United States ex rel. Condon v. Erickson, D.C.S.D., 344 F.Supp. 777; Smith v. Temple, 82 S.D. 650, 152 N.W.2d 547; State v. Molash, 1972, S.D., 199 N.W.2d 591.

Numerous cases regarding state jurisdiction over Indians have beeen before this court and we have consistently held that if the reservation is disestablished by Congressional action and the situs of the act or crime is located on the portion of the reservation so dissolved, then the state courts have jurisdiction. Application of DeMarrias, 1958, 77 S.D. 294, 91 N.W.2d 480; State v. DeMarrias, 1961, 79 S.D. 1, 107 N.W.2d 255, cert. den., 368 U.S. 844, 82 S.Ct. 72, 7 L.Ed.2d 42; DeMarrias v. State of South Dakota, 1962, D.C.S.D., 206 F. Supp. 549; DeMarrias v. State of South Dakota, 1963, 8 Cir., 319 F.2d 845; State ex rel. Hollow Horn Bear v. Jameson, 1959, 77 S.D. 527, 95 N.W.2d 181; Wood v. Jameson, 1964, 81 S.D. 12, 130 N.W.2d 95.

In order to determine whether the non-Indian patented lands (situs) are in "Indian Country", it is necessary to review the history of the "Lake Traverse Reservation", now commonly known as the "Sisseton-Wahpeton Indian Reservation", and all applicable legislation pertaining thereto.

In 1867, the United States, by treaty, set aside a permanent reservation for the Sisseton and Wahpeton Bands.

Treaty of February 19, 1867, 15 Stat. 505, ratified April 15, 1867, Proclamation May 2, 1867:

> "Beginning at the head of Lake Travers[e], and thence along the treaty line of the treaty of 1851 to Kampeska lake; thence in a direct line to Reipan or the northeast point of the Coteau des Prairie[s], and thence passing north of Skunk lake, on the most direct line to the foot of Lake Traverse, and thence along the treaty line of 1851 to the place of beginning."

On December 12, 1889, an "Agreement" was entered into between the United States Government and the Sisseton and Wahpeton Bands of the Dakota or Sioux Indians, Act of March 3, 1891, 26 Stat. 989 at 1036, whereby the Indians:

> "hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made."

This agreement further provided that the United States would pay to the Sisseton and Wahpeton Bands of Indians the sum of two dollars and fifty cents per acre for every acre thus ceded, sold, relinquished, and conveyed to the United States. It was agreed by the parties that this sum of money, with interest to accrue, would be held in the Treasury of the United States for the sole use and benefit of the Indians.

By the very terms of this agreement, the Sisseton and Wahpeton Bands of Indians sold their unallotted lands, and the United States Government paid a sum certain for each and every acre purchased. The money was deposited in the United States Treasury and the United States agreed to pay interest thereon. All the money was to be used for the sole benefit of the Indians. This, then, was an outright cession and sale of lands by the Indians to the

United States. The land sold was separated from the reservation by Congress and became part of the public domain.[1] In this agreement the United States did not contract to act as trustee to sell the land for the Indians and credit the proceeds to the tribe. The government agreed to purchase the land outright. Therefore, the tribal title was extinguished and the reservation disestablished. The unallotted lands so sold are no longer in "Indian Country".

Appellant contends that the purpose of the Act of 1891 was to make surplus lands available to settlers. There was nothing stated in the original Agreement of 1889 about settlers purchasing or moving to the unallotted land bought by the United States Government. The Act of 1891, ratifying the Agreement of 1889, contained a section pertaining to settlers. Section 30 states:

> "That the lands by said agreement ceded, sold, relinquished, and conveyed to the United State shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon the completion of the allotments as provided for in said agreement, be subject only to entry and settlement under the homstead and townsite laws of the United States, excepting the sixteenth and thirty-sixth section of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located * * *."

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[1] South Dakota was admitted into the Union as a State on the express condition that its people do "agree and declare that they forever disclaim all right and title to * * * all lands lying within said limits owned or held by any Indian or Indian tribes; and that until the title thereto shall have been extinguished by the United States, the same shall be and remain subject to the disposition of the United States, and said Indian lands shall remain under the absolute jurisdiction and control of the Congress of the United States * * *." Enabling Act of February 22, 1889, 25 Stat. 676, Vol. 1, SDCL p. 183, Art. XXII of our Constitution.

The Act of 1891, including this section, has been construed to mean that the lands so ceded and sold would be subject to the laws of the State of South Dakota. Application of DeMarrias, supra. In DeMarrias v. State of South Dakota, 1962, D.C.S.D., 206 F.Supp. 549, the court stated:

> "The said Acts of 1889 and 1891 and the President's Proclamation, supra, constitute explicit manifestations as of the effective dates thereof of an intent by the Congress to restore to the public domain all unallotted lands within the Lake Traverse Reservation which were being opened for entry and settlement under the homestead and townsite laws of the United States and to make those areas subject to the laws of South Dakota."

On appeal the Eighth Circuit, United States Court of Appeals, approved the United States District Court's "carefully considered opinion" and affirmed "the trial court's well-reasoned opinion". DeMarrias v. State of South Dakota, 1963, 8 Cir., 319 F.2d 845. We agree with these cases. Since the lands had been sold to the United States by the Indians, the United States Government could provide the terms by which this land would be settled and sold, and also provide what jurisdiction would be established for these lands.

Appellant contends that the reasoning in the cases of Seymour v. Superintendent of Washington State Penitentiary, 368 U.S. 351, 82 S.Ct. 424, 7 L.Ed.2d 346, and City of New Town, North Dakota v. United States, 1972, 8 Cir., 454 F.2d 121, should apply to the case before this court. In our opinion these cases do not apply as they interpret a completely different type of Act than the Act of 1891 herein involved, which is a sale and cession Act of Congress disestablishing a portion of the Sisseton and Wahpeton Reservation.

Where the language of a statute is plain and unambiguous, there is no occasion for construction. Phelps v. Life Benefit, Inc., 67 S.D. 276, 291 N.W. 919; see generally, 50 Am. Jur., Statutes, §225.

We conclude that the Act of 1891 disestablished that part of the Sisseton and Wahpeton Indian Reservation embracing the non-Indian patented land and that the trial court correctly found that the district county court had jurisdiction over the appellant for the acts or omissions that occurred in "non-Indian Country".

Affirmed.

All the Justices concur.

APPENDIX B

IN CIRCUIT COURT

FIFTH JUDICIAL CIRCUIT

Findings of Fact and Conclusions of Law

There having been filed in this Court by Cheryl Spider DeCoteau, the petitioner, a Petition for a Writ of Habeas Corpus, and the States Attorney having duly answered as provided by law; the above entitled matter having come on for hearing before the Court, in the Courtroom, in the Courthouse, in the City of Sisseton, County of Roberts and State of South Dakota, on the 31st day of August, 1972; the Petitioner appeared by her attorney, Bertram E. Hirsch, and the District County Court for the Tenth Judicial District appearing by Wallace R. Brantseg, States Attorney of Roberts County, South Dakota; and the Court having heard and considered all the evidence introduced by the said petitioner and no evidence having been

offered by the respondent; and the Court being fully advised in the premises now makes and enters the following:

FINDINGS OF FACT

I.

That the petitioner, Cheryl Spider DeCoteau, is a one-half blood enrolled member of the Sisseton-Wahpeton Sioux Tribe, and that said Cheryl Spider DeCoteau is the natural mother of Herbert John Spider and Robert Lee Feather.

II.

That Robert Lee Feather is a twenty-one thirty-seconds enrolled member of the Sisseton-Wahpeton Sioux Tribe.

III.

That Herbert John Spider is a twenty-nine sixty-fourths enrolled member of the Sisseton-Wahpeton Sioux Tribe.

IV.

That Herbert John Spider and Robert Lee Feather are presently in the custody of foster parents upon the Order of the District County Court for the Tenth Judicial District entered on the 3rd day of August, 1972, in the City of Sisseton, Roberts County, South Dakota.

V.

That all of the acts or omissions giving rise to the dependency and neglect proceedings before the District County Court and order of foster care commitment issued as part of said proceeding occurred within the exterior boundaries of the Lake Traverse Indian Reservation as established by treaty of February, 1867.

VI.

That a portion of the acts or omissions giving rise to the Order of the District County Court occurred on Non-Indian patented land which the Sisseton-Wahpeton bands of the Dakota Sioux Indians had sold or relinquished to the United States under the terms of the agreement which was ratified by acts of Congress, March 3, 1891; and that all of said land had been part of the original permanent reservation set apart for the Sisseton-Wahpeton Sioux tribe by the treaty of February 19, 1867.

VII.

That said land was opened for settlement by non-Indians under the homestead laws of the United States by proclamation of the President.

VIIII.

That other portions of the acts or omissions giving rise to the Order of the District County Court occurred on unpatented Indian land or Indian trust land owned by Melinda Spider, the grandmother of the petitioner and the great grandmother of Herbert John Spider and Robert Lee Feather; said land being described as Allotment number 936, constituting the Southeast Quarter of the Northeast Quarter (SE¼NE¼) of Section 10, in Township 123 North of Range 51 West.

IX.

That lots or tracts of non-Indian patented or deeded land and lots or tracts of unpatented Indian trust land are interspersed in a crazy-quilt pattern over the entire area within the boundaries of the Lake Traverse Indian Reservation as established by the treaty of February 19,

1867. From the foregoing Findings of Fact the Court now makes and enters the following:

CONCLUSION OF LAW

I.

That the District County Court for the Tenth Judicial District had jurisdiction to issue its Order effecting the custody of Herbert John Spider and Robert Lee Feather and to entertain a dependency and neglect proceeding involving said children, for the non-Indian patented land, upon which a portion of the acts or omissions giving rise to the Order of the District County Court occurred, is not within Indian Country.

II.

Let Judgment be entered accordingly.

Dated at Sisseton, South Dakota, this 31st day of August, 1972.

BY THE COURT:

Philo Hall
Circuit Judge

ATTEST:

Vivian Hove
Clerk

IN CIRCUIT COURT

FIFTH JUDICAL CIRCUIT

Judgment

The Petition of the above named petitioner having come on for hearing before this Court in the Courtroom, in the Courthouse, in the City of Sisseton, County of Roberts, State of South Dakota, on the 31st day of August, 1972, before the Honorable Philo Hall, Circuit Judge presiding, and the officers of the Court present; the Petitioner ap-

peared by her attorney, Bertram E. Hirsch, of New York City, New York, and the respondent appearing by Wallace R. Brantseg, the States Attorney, in and for Roberts County of Sisseton, South Dakota; the Court having heard and considered the petitioner's petition and being fully advised in the premises and having entered its Findings of Fact and Conclusions of Law which are incorporated herein by reference hereto as if the same were herein restated and being fully advised in the premises, Now Therefore,

IT IS ORDERED:

That the Petition of Cheryl Spider DeCoteau be and the same is hereby denied.

Dated this 31st day of August, 1972, at Sisseton, South Dakota.

BY THE COURT:
Philo Hall
Circuit Judge

ATTEST:
Vivian Hove
Clerk

APPENDIX C

Treaty of February 19, 1867

Article 3

For and in consideration of the cession above mentioned, and in consideration of the faithful and important services said to have been rendered by the friendly bands of Sissitons and Warpetons Sioux here represented, and also in consideration of the confiscation of all their annuties, reservations, and improvements, it is agreed that there shall be set apart for the members of said bands who have heretofore surrendered to the authorities of the Government,

and were not sent to the Crow Creek reservation, and for the members of said bands who were released from prison in 1866, the following-described lands as a permanent reservation, viz:

Beginning at the head of Lake Travers(e), and thence along the treaty-line of the treaty of 1851 to Kampeska Lake; thence in a direct line to Reipan or the northeast point of the Coteau des Prairie(s), and thence passing north of Skunk Lake, on the most direct line to the foot of Lake Traverse, and thence along the treaty-line of 1851 to the place of beginning.

Article 10

The chiefs and head-men located upon either of the reservations set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department: Provided, That all rules, regulations, or laws adopted or amended by the chiefs and head-men on either reservation shall receive the sanction of the agent.

Act of March 3, 1891, 26 Stat. 1035.

SEC. 26. That the following agreement entered into on behalf of the United States by Eliphalet Whittlesey, D. W. Diggs, and Charles A. Maxwell, commissioners on the part of the United States, on the twelfth day of December, eighteen hundred and eighty-nine, with the Sisseton and Wahpeton bands of Dakota or Sioux Indians now on file in the Department of the Interior, signed by said commissioners for the United States, and for said Indians by Simon Ananangmari and others, is hereby accepted, ratified, and confirmed, and is in the following words, to wit:

"Whereas, by section five of the act of Congress entitled 'An act to provide for the allotment of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United States and Territories over the Indians, and for other purposes,' approved February eighth, eighteen hundred and eighty-seven, it is provided 'That at any time after lands have been allotted to all the Indian of any tribe, as herein provided, or sooner,' if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by the said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservations not allotted as such tribe shall from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress; and the form and manner of executing such release shall also be prescribed by Congress.

Whereas the Sisseton and Wahpeton bands of Dakota or Sioux Indians are desirous of disposing of a portion of the land set apart and reserved to them by the third article of the treaty of February nineteenth, eighteen hundred and sixty-seven, between them and the United States, and situated partly in the State of North Dakota and partly in the State of South Dakota:

Now, therefore, this agreement made and entered into in pursuance of the provisions of the Act of Congress approved February eighth, eighteen hundred and eighty-seven, aforesaid, at the Sisseton Agency South Dakota, on

this the twelfth day of December, eighteen hundred and eighty-nine, by and between Eliphalet Whittlesey, D. W. Diggs, and Charles A. Maxwell, on the part of the United States, duly authorized and empowered thereto, and the chiefs, head-men, and male adult members of the Sisseton and Wahpeton bands of Dakota or Sioux Indians, witnesseth:

ARTICLE I.

The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made.

ARTICLE II.

In consideration for the lands ceded, sold, relinquished, and conveyed as aforesaid, the United States stipulates and agrees to pay to the Sisseton and Wahpeton bands of Dakota or Sioux Indians, parties hereto, the sum of two dollars and fifty cents per acre for each and every acre thereof, and it is agreed by the parties hereto that the sum so to be paid shall be held in the Treasury of the United States for the sole use and benefit of the said bands of Indians; and the same, with interest thereon at three per centum per annum, shall be at all times subject to appropriation by Congress for the education and civilization of the said bands of Indians, or members thereof, as provided in section five of an act of Congress, approved February eighth, eighteen hundred and eighty-seven, and entitled "An act to provided for the allotment of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United States and Territories over the Indians, and for other purposes:"

Provided, That any religious society or other organization now occupying, under proper authority, for religious or educational work among the Indians, any of the land in this agreement ceded, sold, relinquished, and conveyed shall have the right, for two years from the date of the ratification of this instrument, within which to purchase the lands so occupied at a price to be fixed by the Congress of the United States: *Provided further,* That the cession sale, relinquishment, and conveyance of the lands described in article one of this agreement shall not take effect and be in force until the sum of three hundred and forty-two thousand seven hundred and seventy-eight dollars and thirty-seven cents, together with the sum of eighteen thousand and four hundred dollars, shall have been paid to said bands of Indians, as set forth and stipulated in article third of this agreement.

ARTICLE III.

The United States stipulates and agrees to pay to the Sisseton and Wahpeton bands of Dakota or Sioux Indians, parties hereto, per capita, the sum of three hundred and forty-two thousand seven hundred and seventy-eight dollars and thirty-seven cents, being the amount found to be due certain members of said bands of Indians who served in the armies of the United States against their own people, when at war with the United States, and their families and descendants, under the provisions of the fourth article of the treaty of July twenty-third, eighteen hundred and fifty-one, and of which they have been wrongfully and unjustly deprived by the operation of the provisions of an act of Congress approved February sixteenth, eighteen hundred and sixty-three, and entitled "An act for the relief of persons for damages sustained by reason of depredation, and injuries by certain bands of Sioux Indians"; said sum being at the rate of eighteen thousand four hundred dollars per annum from July first, eighteen hundred and sixty-two, to July first, eighteen hundred and eighty-

eight less their pro rata share of the sum of six hundred and sixteen thousand and eighty-six dollars and fifty-two cents, heretofore appropriated for the benefit of said Sisseton and Wahpeton bands of Dakota or Sioux Indians, as set forth in report numbered nineteen hundred and fifty-three, of the House of Representatives, Fiftieth Congress, first session.

The United States further agrees to pay to said bands of Indians, per capita, the sum of eighteen thousand and four hundred dollars annually from the first day of July, eighteen hundred and eighty-eight, to the first day of July, nineteen hundred and one, the latter date being the period at which the annuities to said bands of Indians were to cease, under the terms of the fourth article of the treaty of July twenty-third, eighteen hundred and fifty-one, aforesaid; and it is hereby further stipulated and agreed that the aforesaid sum of three hundred and forty-two thousand seven hundred and seventy-eight dollars and thirty-seven cents, together with the sum of eighteen thousand and four hundred dollars, due the first day of July, eighteen hundred and eighty-nine, shall become immediately available upon the ratification of this agreement.

ARTICLE IV.

It is further stipulated and agreed that there shall be allotted to each individual member of the bands of Indians, parties hereto, a sufficient quantity, which, with the lands heretofore allotted, shall make in each case one hundred and sixty acres, and in case no allotment has been made to any individual member of said bands, then an allotment of one hundred and sixty acres shall be made to such individual, the object of this article being to equalize the allotments among the members of said bands, so that each individual, including married women, shall have one hundred and sixty acres of land; and patents shall issue for the lands allotted in pursuance of the provisions of this

article, upon the same terms and conditions and limitations as is provided in section five of the act of Congress, approved February eighth, eighteen hundred and eighty-seven, hereinbefore referred to.

ARTICLE V.

The agreement concluded with the said Sisseton and Wahpeton bands of Dakota or Sioux Indians, on the eighth day of December, eighteen hundred and eighty-four, granting a right of way through their reservation for the Chicago, Milwaukee and Saint Paul Railway, is hereby accepted, ratified and confirmed.

ARTICLE VI.

This agreement shall not take effect and be in force until ratified by the Congress of the United States.

In witness whereof we have hereunto set our hands and seals the day and year above written.

ELIPHALET WHITTLESEY,
D. W. DIGGS,
CHAS. A. MAXWELL,
On the part of the United States.

The foregoing articles of agreement having been fully explained to us, in open council, we, the undersigned, being male adult members of the Sisseton and Wahpeton bands of Dakota or Sioux Indians, do hereby consent and agree to all the stipulations, conditions, and provisions therein contained.

Simon Ananangmari (his x mark), and others

SEC. 27. That for the purpose of carrying out the terms and provisions of said agreement there be, and hereby is, appropriated, out of any money in the Treasury not otherwise appropriated the sum of two million two hundred and three thousand dollars, of which amount the sum of five hundred and three thousand two hundred dollars shall be

immediately available, and the same, or so much thereof as may be necessary, shall be paid as follows, to wit: To the Sisseton and Wahpeton Indians, parties to this agreement, the sum of three hundred and seventy-six thousand five hundred and seventy-eight dollars and thirty-seven cents, said amount to be distributed per capita. To the scouts and soldiers of the Sisseton, Wahpeton, Medawakanton, and Wapakoota bands of Sioux Indians, who were enrolled and entered into the military service of the United States and served in suppressing what is known as the "Sioux outbreak of eighteen hundred and sixty-two:" or those who were enrolled and served in the armies of the United States in the war of the rebellion, and to the members of their families and descendants, now living, of such scouts and soldiers as are dead, who are not included in the foregoing class, as parties to said agreement, the sum of one hundred and twenty-six thousand six hundred and twenty dollars, said amount to be distributed per capita; and the said sum of five hundred and three thousand and two hundred dollars or so much thereof as may be necessary, when paid to the said Sisseton, Wahpeton, Medowakanton, and Wahpakoota bands of Sioux Indians, their families and descendants, designated in this act, shall be deemed a full settlement of all claims they may have for unpaid annuities, under any and all treaties or acts of Congress up to the thirtieth day of June, eighteen hundred and ninety; *Provided however,* That all contracts or agreements between said Indians or any of them, and agents, attorneys, or other persons for the payment of any part of this appropriation for or on account of fees or compensation to said agents, attorneys or other persons, unless the same have been made, as provided by law, and are yet in force and have been approved by the Department of the Interior, or have been made by and between citizens of the United States are hereby declared null and void, and in such cases the Secretary of the Interior shall cause all moneys herein appropriated to be paid directly to the said

Indians and shall pay no portion of the same, to their said agents or attorneys. And in no event shall a sum exceeding ten per cent be paid to any agent or attorney, and the balance, after deducting the said five hundred and three thousand two hundred dollars, to wit, the sum of one million six hundred and ninety-nine thousand eight hundred dollars, or so much thereof as may be necessary, to pay for lands by said agreement ceded, sold, relinquished, and conveyed at the rate of two dollars and fifty cents per acre, shall be placed in the Treasury of the United States, to the credit of said Sisseton and Wahpeton bands of Dakota or Sioux Indians (parties to said agreement), and the same, with interest thereof at five per centum per annum, shall be at all times subject to appropriation by Congress or to application by order of the President for the education and civilization of said bands of Indians or members thereof.

SEC. 28. That any religious society or other organization now occupying under proper authority any of the lands by said agreement ceded, sold, relinquished, and conveyed shall have the right for a period of two years from the date hereof, within which to purchase the lands so occupied not exceeding one hundred and sixty acres in any one tract at the price paid therefor by the United States under said agreement.

SEC. 29. That in order to further carry out the provisions of said agreement and of this act, the Secretary of the Interior is authorized and directed, as soon as practicable, to cause the additional allotment provided for in said agreement to be made in the manner and form as provided in an act entitled "An act to provide for the allotments of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United States and Territories over the Indians, and for other purposes," and as provided in any existing amendments of said act, approved February eighth, eighteen hundred

and eighty-seven, and to pay the sums hereinbefore made immediately available, first to the parties to said agreement, or their proper representatives, and to appoint suitable officers for such purposes who shall furnish bonds usual in such cases, and whose compensation and expenses shall be paid out of said available funds as the Secretary of the Interior shall direct, and whose lawful acts, when approved by him, shall be final and conculsive.

SEC. 30. That the lands by said agreement ceded, sold, relinquished, and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon the completion of the allotments as provided for in said agreement, be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located; *Provided,* That patents shall not issue until the settler or entryman shall have paid to the United States the sum of two dollars and fifty cents per acre for the land taken up by such homesteader, and the title to the lands so entered shall remain in the United States until said money is duly paid by such entryman or his legal representatives, or his widow, who shall have the right to pay the money and complete the entry of her deceased husband in her own name, and shall receive a patent for the same.

18 U.S.C. 1151 (62 Stat. 757, as amended by 63 Stat. 94)

Except as otherwise provided in sections 1154 and 1156 of this title, the term "Indian county", as used in this chapter, means (a) all lands within the limits of any Indian reservation under the jurisdiction of the United States government, notwithstanding the issuance of any patent, and, including rights-of-way running throught the reservation, (b) all dependent Indian communities within the

borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a state, and (c) all Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same.

APPENDIX D

UNITED STATES COURT OF APPEALS
FOR THE EIGHTH CIRCUIT

Nos. 73-1453 to 73-1459
and
Nos. 73-1541 to 73-1543

UNITED STATES OF AMERICA EX REL. JOHN LEE FEATHER, ET AL., *Petitioner-Appellant,*

v.

DON R. ERICKSON, Warden, South Dakota State Penitentiary, *Defendant-Appellee.*

Submitted: October 18, 1973

Filed: December 7, 1973

Before HEANEY, Ross and STEPHENSON, Circuit Judges.

STEPHENSON, Circuit Judge.

These consolidated habeas corpus appeals turn upon the issue of whether alleged criminal activity took place within "Indian Country." 18 U.S.C. § 1151. We hold that the alleged crimes were committed within the confines of the

Sisseton-Wahpeton (Lake Traverse) Indian reservation and therefore the State of South Dakota was without jurisdiction to convict appellants who are all enrolled Indians of the Sisseton-Wahpeton Indian tribe. The district court orders denying the writs of habeas corpus must be reversed.

"[A]ll land within the limits of any Indian reservation under the jurisdiction of the United States government, not withstanding the issuance of any patent * * *" is "Indian Country." 18 U.S.C. § 1151. Any Indian who commits certain specified crimes within Indian Country is subject to the exclusive jurisdiction of the United States. 18 U.S.C. § 1153.

The individual appellants were all convicted of crimes by a South Dakota State district court and are now incarcerated at the South Dakota State Penitentiary. The facts of the respective cases are not here important. The parties agree that if the crimes were committed in Indian country the federal district court had exclusive jurisdiction. Appellants seek release claiming they were wrongfully tried by the state court for offenses over which only the federal courts had jurisdiction.[1]

This court has previously had occasion to rule on the issue of whether the land within the original boundaries of the Lake Traverse reservation remains Indian country for 18 U.S.C. § 1151 purposes. *DeMarrias* v. *State of South Dakota*, 319 F.2d 845 (1963).[2] In *DeMarrias* this court adopted the trial court's opinion and determined that

[1] Two of the appellants claim tribal authority to deal with the crimes committed (forgery). 18 U.S.C. § 1152. Forgery is not one of the specified crimes within 18 U.S.C. § 1153.

[2] The case had a long prior history before reaching our court. *State* v. *DeMarrias*, 107 N.W.2d 255 (S.D. 1961), cert denied, 368 U.S. 844 (1961); *DeMarrias* v. *State of South Dakota*, 206 F. Supp. 549 (D.S.D. 1962). See also *Application of DeMarrias*, 91 N.W.2d 480 (S.D. 1958).

Congress had restored the reservation land to the public domain and thereby removed it from the category of Indian country. See *DeMarrias, supra* affirming 206 F. Supp. 549 (D.S.D. 1962). For reasons that will become evident we find it necessary to depart from the holding in *DeMarrias*.

The Lake Traverse reservation was established by treaty between the United States and the Sisseton-Wahpeton Sioux Indians in 1867. 15 Stat. 505. The reservation was said by Congress to be "permanent." 15 Stat. 505, 506 (Art. III).

Following the pattern as established in the General Allotment Act of February 8, 1887[3] the "surplus" land within the Lake Traverse reservation was opened to non-Indian settlers after allotments were made to individual members of the Sisseton-Wahpeton tribe. Act of March 3, 1891. 26 Stat. 989, 1036. The area opened for settlement by the 1891 Act included all of the reservation that had not been previously allotted to tribe members.[4] The essential provisions of the 1891 Act reflect the agreement reached between the government and the Indians on December 12, 1889 whereby the Indians agreed to "cede, sell, relinquish, and convey" the surplus lands to the United States. 26 Stat. 1036 (Art. I). In turn, the lands were opened for settlement:

> * * * the lands by said agreement ceded, sold relinquished and conveyed to the United States shall

[3] 24 Stat. 388. For an excellent general discussion of the General Allotment Act see *Mattz* v. *Arnett*, — U.S. —, 93 S. Ct. 2245, 2253-2254; F. Cohen, *Handbook of Federal Indian Law* (1942) at 78-79, 207-217.

[4] The 1891 Act also made provision for some additional allotments to the Sisseton-Wahpeton tribe as reparations for their loyal service to the country during the 1862 Sioux uprising. 26 Stat. 989, 1037, 1039. See also the preamble to the original treaty of 1867. 15 Stat. 505; S. Ex. Doc. No. 66, 51st Cong., 1st Sess. (189) at 1.

> immediately, • • • be subject only to entry and settlement under the homestead and townsite laws of the United States • • •. 26 Stat. 1039 (§ 30).

President Benjamin Harrison formally proclaimed the lands opened for settlement. 27 Stat. 1017.

We must answer this question: Did the 1891 Act either on its face, or alternatively, when considered with the contemporaneous and subsequent legislative history, manifest Congressional intent to diminish the Lake Traverse reservation boundaries?

We have these guidelines: (1) Intent to abrogate treaty rights is not lightly imputed to Congress. *Menominee Tribe of Indians* v. *United States*, 391 U.S. 404, 413 (1968); (2) Congress having once established a reservation, all tracts remain a part of that reservation until separated therefrom by Congress. *United States* v. *Celestine*, 215 U.S. 278, 285 (1909); *Seymour* v. *Superintendent*, 368 U.S. 351, 359 (1962). Indeed, Congressional intent to disestablish the reservation must be either expressed on the face of the Act or be clearly discernible from the "surrounding circumstances and legislative history." *Mattz* v. *Arnett*, —— U.S. ——, 93 S. Ct. 2245, 2258 (1973); *United States ex rel. Cordon* v. *Erickson*, 478 F.2d 684, 689 (CA8 1973); (3) Opening an Indian reservation for settlement by homesteading is not necessarily inconsistent with its continued existence as a reservation. *Seymour, supra. See also Condon, supra; The City of New Town, North Dakota* v. *United States*, 454 F.2d 121, 125 (CA8 1972); (4) The well-preserved general rule is that Indians are to be left free from state jurisdiction and control. *McClanahan* v. *State Tax Commission of Arizona*, —— U.S. ——, 93 S. Ct. 1257 (1973); *Condon, supra* at 689 and citations. Federal jurisdictional is preferred. *McClanahan, supra.*

The case before us is not unlike *Seymour, Mattz* and *Condon*. The overall climate of legislative activity concern-

ing Indian reservation during the period from 1887 through 1910 received its primary impetus from the General Allotment Act. See *Cohen, supra* at 78-80 (§§ 11-13). The 1891 Act, by its express terms, refers to the General Allotment Act of 1887. Just as in the beforementioned three cases, the reservation here was not sold to the government outright but merely opened for settlement under the homestead laws and the 1887 general allotment plan. Allotment and homesteading do not suggest congressional purpose to terminate the reservation. *Seymour, supra.*

Appellee leans upon a phrase extracted from section 30 of the 1891 Act.[5] The phrase ", and be subject to the laws of the state wherein located" is read by appellee to confer state jurisdiction upon the entire portion of land opened to homesteading. Appellant argues a misplaced comma and contends that only school lands, section sixteen and thirty-six, are subject to state jurisdiction. Appellant's argument is more plausible in light of the general pattern adopted by Congress in making specific grants of these numbered sections in each township to the states. *See, e.g.*, 33 Stat. 319, 323; 35 Stat. 458, 459; 35 Stat. 460, 461; *Cordon, supra* at 687 n. 5 (specifically granting said sections to the states) and 28 Stat. 314, 319; 28 Stat. 326, 332; 31 Stat. 672, 676 (using the same language as the instant statute but no comma placed before the "and" of the "subject to state law" clause). We do not read this clause as a clear indication of congressional intention to terminate the Lake Traverse reservation. *Seymour, Mattz, Condon,* all *supra.*

---

[5] The relevant portion of section 30 states:
"That the lands by said agreement ceded, sold, relinquished and conveyed to the United States shall immediately, • • • be subject only to entry and settlement under the homestead and townsite laws of the United States, *excepting the sixteenth and thirty sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the state wherein located* • • •." 26 Stat. 1039 (§ 30) (emphasis supplied.)

The *Mattz* case makes clear that Congress, during the legislative years surrounding the 1891 Act "was fully aware of the means by which termination could be effected." *Mattz, supra* at 2258 & n. 22. Clear language such as that discussed in *Mattz* expressing intent to discontinue the Lake Traverse reservation is nowhere to be found in the 1891 Act here involved.

Nothing that can be gleaned from the legislative history or subsequent legislative enactments can be fairly said to shed any further light upon the intent of the Congress regarding the reservation boundaries. The Committee reports on the 1891 Act [6] and reports on similar bills were not enacted [7] do not discuss the proposed boundaries. The only direct reference to the boundaries of the reservation subsequent to the 1891 Act came from President Harrison in his proclamation opening the lands "*within* the Lake Traverse Reservation" to settlement. (emphasis supplied) 27 Stat. 1017. This reference is by no means conclusive.

Unlike the subsequent legislative treatment in *New Town* the latter congressional enactments here are not "admittedly inconsistent and confusing." *New Town, supra* at 125. *Accord, Condon, supra* at 688; *Seymour, supra* at 427 n. 12. Unlike *Mattz* we have here no evidence that "the House was generally hostile to continued reservation status of the land in question." *Mattz, supra* at 2255. Those decisions on closer factual situations found the reservations not to have been diminished.

We must view as significant the fact that our search of the legislative documents subsequent to the 1891 Act unearths no telltale language as to the lawmaker's will concerning the boundaries of the Lake Traverse reservation. The significance lies, of course, in the test to be applied.

---

[6] H. Rept. No. 2325, 51st Cong. 1st Sess. (1890); S. Rept. No. 1510, 51st Cong. 1st Sess. (1890).

[7] *E.g.*, S. Rept. No. 661, 51st Cong. 1st Sess. (1890); H. Rept. No. 2271, 51st Cong. 1st Sess. (1890); S. Ex. Doc. No. 66, 51st Cong. 1st Sess. (1890).

That is, congressional expression or clear implication diminishing the reservation boundaries.

Finally, we think it noteworthy that the South Dakota Supreme Court, while interpreting an Act similar to the Act in issue here, has recognized the principles established in *Seymour* and *New Town* and denied state jurisdiction in an analogous situation. *State* v. *Molash*, 199 N.W.2d 591 (1972).

Congress established the Lake Traverse reservation as a "permanent" reservation in 1867. Since that time Congress has not through clear expression or by innuendo shown an intention to disestablish.

The result we reach today is, of course, contrary to the result we reached in 1963. *DeMarrias, supra.* The more recent teachings of the United States Supreme Court and of this Court, set above, have been premised upon legislative enactments and history analogous in all material respects to the instant case. To reach a different result in this case would be, we think, to ignore the clear impact of the decisions discussed above. We therefore now hold that the body of legislative documents concerning the Lake Traverse Indian reservation does not, against the glare of *Seymour* and the more recent judicial guidance in *Mattz, Condon* and *New Town*, demonstrate congressional intention to disestablish the reservation.

The boundaries of the Lake Traverse Indian reservation remain as they were established in 1867. The scene of the alleged crimes is, therefore, within Indian country. South Dakota had no jurisdiction to try appellants. The writs of habeas corpus should have been granted.

Reversed and remanded for proceedings consistent with this opinion.

A true copy.

Attest:

CLERK, U.S. COURT OF APPEALS,
EIGHTH CIRCUIT

Supreme Court, U. S.
FILED
AUG 2 1974
MICHAEL RODAK, JR., CLERK

IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1973

No. 73-1148

In the matter of the APPLICATION OF CHERY SPIDER DECOTEAU natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO
THE SUPREME COURT OF SOUTH DAKOTA

APPENDIX

Washington, D.C. • THIEL PRESS • (202) 638-4521

PETITION FOR CERTIORARI FILED JANUARY 25, 1974
WRIT OF CERTIORARI GRANTED JUNE 3, 1974

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IN THE

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Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

APPENDIX

The content of the Appendix as agreed on by parties consists of a chronological listing of the docket entries in the proceedings below and references to the location in the Petition for Certiorari of (1) the Decision of the South Dakota Supreme Court and (2) the Findings of Fact, Conclusions of Law and Judgment of the South Dakota Circuit Court for the Fifth Judicial Circuit.

CHRONOLOGICAL LIST OF DOCKET ENTRIES IN PROCEEDINGS BELOW

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REFERENCES TO PETITION FOR CERTIORARI

South Dakota Supreme Court Decision is located in the Petition for Certiorari beginning on page 1a of Appendix A thereto.

Fifth Judicial Circuit Court's Findings of Fact, Conclusions of Law and Judgment are located in the Petition for Certiorari beginning on page 7a of Appendix A thereto.

I

APPENDIX FOR RESPONDENT

SEP 9 1974
MICHAEL RODAK, JR., CLERK

IN THE

Supreme Court of the United States

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS.

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

KERMIT A. SANDE
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State of South Dakota
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Capitol Annex
Pierre, South Dakota 57501

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Special Assistant Attorney General
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Winner, South Dakota 57580

Attorneys for Respondent

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71125--1897.

"G"

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
WASHINGTON, D. C., Aug. 5, 1897.

The Commissioner
of Indian Affairs,

Sir:

Referring to your letter of July 27, 1897, Land - 29166-1897, inquiring as to the status of lots 1 and 2 Sec. 3 T. 124 N. R. 51 W., former Sisseton and Wahpeton Reservation, South Dakota, I have to state that the records of this office show that lot 1 was patented to Christina Belle Bailey, and lot 2 to Millie M. Bailey, July 22, 1889 - Recorded in Vol. 3 pp. 344 and 357.

These patents were sent to your office July 25, 1889.

Very respectfully,

Assistant Commissioner.

State of South Dakota)
) ss
County of Roberts)

Personally appeared before me a notary public of the State of South Dakota, David Johnson, and William Wakana, who being by me severally duly sworn, upon their oaths say: That they reside at Sisseton Agency State of South Dakota and have resided there for ... Sisseton and Wahpeton Indians in the State of Dakota both for more than twenty years last past; that they were well acquainted with Wi Indian woman by the name of Wakiska, in the Yankton and other tribes for many years, and that said Wakiska was a Santee Indian, and died several years ago at Santee Agency in the State of Nebraska.

That said Wakiska was the allotted Indian who selected the S.E.1/4 of Section 28, Township 122 N. Range 50 W. upon the ... Sisseton and Wahpeton Reservation, in the State of South Dakota, and who was also allotted the S. 1/2 of the S.W.1/4 Section 1, Township 122 N. Range 4 from the former Santee Reservation in the State of Nebraska, and who was the mother of Philip Webster, who resides at Santee Agency State of Nebraska, and that they know the said Philip Webster to be the sole living heir of said Wakiska.

That the said Wakiska was never a member of the Sisseton and Wahpeton bands of Sioux Indians, and never resided upon the Sisseton and Wahpeton Indian Reservation in the State of South Dakota only visiting on said reservation a short time when the allotments were being made by the Government to said Sisseton and Wahpeton Indians.

That the said Wakiska was at one time prior to receiving said allotments the wife of one Jonah Flute, and resided with her said husband some years at Flandreau South Dakota, upon a homestead of government land, obtained by them from the government, and that the said Jonah Flute have since died.

That the said Philip Webster was the son of said Wakiska by a former husband, one Wiyakoyeyani who died in the State of Minnesota in the year 1862, and is the only child living, and living of said Wakiska, and only heir.

David Johnson

William Wakana

Subscribed and sworn to before me this 4th day of October 1901

L. C. Stanson

Notary Public.
So Dak
My Commission expires
Aug. 30 1905.

State of South Dakota)
(ss.
County of Roberts)

Henry S. Morris, being duly sworn, doth depose and say that he is a resident of the City of Sisseton, County of Roberts in the State of South Dakota and has been for the past six years. That in the year 1870, as a child he moved with his parents to the Goodwill Mission which is located near the Sisseton Agency within the former Lake Traverse Indian reservation in South Dakota. That during all of the years intervening from 1870 to 1891, this affiant continued to live at the said Goodwill Mission with the exception of such time or times as he was away attending school or college. That since the year 1891 and up to the present time, he has been located, first at Brownsvalley, Minnesota, for a few months, then at Wilmot, South Dakota as clerk of the Circuit Court for the period of four years and since that at Sisseton, South Dakota. That the first named place to wit: Brownsvalley Minnesota, is located on the west line of the state of Minnesota and within a mile of the boundry line of the said Lake Traverse Indian Reservation. That the said town of Wilmot was the former County seat of Roberts County, South Dakota, in which the larger part of the former Lake Traverse Indian reservation is located. That the said town of Sisseton is situated within the former Lake Traverse Indian reservation and about eight miles distant from the Sisseton Agency. That by reason of these facts, the said affiant during all of these years been intimately acquainted with the Indians residing upon the said Lake Traverse Indian Reservation. That the said affiant speaks the Indian language as fluently as he speaks the English.

Affiant further deposes and says, that during the year 1891, as a United States special agent, he was engaged in the allotment of lands to the said Indians residing at the said Sisseton Agency and within the former Lake Traverse Indian reservation. That as such United States special agent, this affiant made allotment in the said year among others to one Ko zi pe and his family as more fully appears upon the allotment sheet number 73 of the allotment roll which was returned by this affiant to the honorable commissioner of the Indian affairs. That the number of the said

Ko zi pe on the said allotment roll I3I2 and that the names of the family of the said Ko zi pe and the descriptions of the lands allotted to him and to his family are asffollows : to Ko zi pe allotment # I3I2 the NWof Sec. 3,Twp. I25, R. 5I. To Ocan ku to pa na allotment # I3I3, a son of the siad Ko zi pe but erroneously marked daughter upon the said allotment roll the N ½ of the NE ¼ and the E ½ of the NW ¼ Sec. 4, Twp. I25, R. 5I. To Wi ya wa xte win # I3I4 on the allotment roll wife of said Ko zi pe the SE ¼ Sec. 34, Twp. I26, R. 5I. To A ki ta pe win # I3I5, a daughter of said Ko zi pe the SE ¼ Sec. 33 Twp. I26, R. 5I and to Ka ko ce yu he na # I3I6 on said allotment roll a son of said Ko zi pe, the W ½ of the NE ¼ and the W ½ SE ¼ Sec. 3, Twp. I25, R. 5I, all of which will more fully appear, reference being had to the allotment rolls on file in the office of the honorable commissioner of Indian affairs. That the said Ko zi pe was placed upon the said roll and given the said allotment of lands by reason of the fact that an investigation made by this affiant as United States special agent, showed him to be a member of the Sisseton and Wahpeton Band of Sioux Indians. That he had no other allotments at any other Indian agency and was entitled to enrollment at the Sisseton Indian Agency and also by reason of the petition signed by Adam Littlethunder and other Indians members of the Sisseton and Wahpetan Band of Indians and located at the Sisseton Agency, which said petition was filed with the said allotment roll as appendix # 2. That when the investigation referred to herein was completed, and the said Ko zi pe appeared before this affiant for the purpose of selecting his lands for allotment, he appeared with one Adam Littlethunder already herein referred to, and in reply to the question of this affiant stated that his name was Ko zi pe or Ka ke wa xte xte or Ka to hna xkin yan and that the said Indian was accordingly enrolled under the name of Ko zi pe, that the Indian name Ka to hna xkin yan being interpreted means Crazy Bear and that the name as first given herein to Ko zi pe

was given by the said Indians as an attempted pronounciation of the words Crazy Bear, but was not at that time so understood by this affiant. Affiant further deposes and says that the Indian and his family to whom the above described allotments were made and who was enrolled in the said allotment roll as Ko zi pe # I3I2, and the Indian now residing near Sisseton upon the siad and above described lands and known as Crazy Bear or Ka to hna xkin yan is the same and identical person. Affiant further deposes and says that to the best of his knowledge and recollection no other Indian or Indians ever selected the above described lands or asked for the said lands to be allotted to them. Affiant further deposes and says that the investigation above referred to was made because of the fact that the said Ko zi pe or Crazy Bear had some time prior to I89I been residing at other Agencies in North Dakota and had not immediately prior to I89I been a resident at the Sisseton Indian Agency, and as this affiant now remembers was not enrolled upon the payment roll as prepared by the Indian agent W. McKusick and special agent S. H. Elrod. Affiant further deposes and says that the matters sworn to herein are all matters of his own personal knowledge and recollection and are not matters(except as otherwise stated) which are based on information and belief.

Henry Sillonn

Subscribed and sworn to before me this 30 day of September, 1902.

L. [illegible]
Notary Public

Washington. November I8, I902.

Hon. A.B. Kittridge,

United States Senate,

Washington, D.C.

Sir:

Referring to your communication, dated August 22, I902, in which you stated that the claim was made that certain described lands in the former Sisseton reservation should be relaived from Indians Allotment on the ground that the allottee had another tract of land, and to office letter of September I2, I902, in reply thereto, you are advised that this office is now in receipt of a communication from Agent C.H. Jackson of the Sisseton Agency, dated November 8, I902, in which he transmits the evidence taken by him covering the following allotments, No. I3I2, Kozipi, the N.W. ¼ of Sec. 3, T. I25, R. 5I; No. I3I3, O-can-ku-to-pa-win, the W½ of the NE¼ and the W½ of the NW¼ of Sec 4, T. I25, R.5I W; No. I3I4, Mi-ya-wa-ste-win, the SE¼ of Sec. 34, T. I26, N. of R. 5I W.; No. I3I5. A-ki-ta-pi-win, the SE¼ of Sec. 33, T. I26, N. of R. 5I, W.; No. I3I6, Ma-ko-ca-yu-he-na, the W½ of the N.W.¼ and the W½ of the SE¼, Sec. 3, T.I25, N. of R. 50 W.

According to the schedule on file in this office allottee, No. I3I4 is the wife of No. I3I2, Nos. I3I3 and I3I5 are the daughters and No. I3I6 is the son of No. I3I2.

At the hearing before the Agent it was contended by the parties attacking the allotments that ~~there~~ these allotments were selected by and for Hin-han-ko-yag-mani, or Walks with Owl, a Crow Creek Indian, who, with six children, was allotted on the Crow Creek reservation.

It is contended by the allottee, and supported by the evidence among other witnesses, of Special Allotting Agent, H.S. Morris, who made the allotments, that Ko-zi-pi is an Indian, named in English, Crazy Bear, or in Indian, Ma-to-hna-skin-yan.

There appears to be no reasonable doubt that Crazy Bear was the Indian intended to be allotted.

It is further maintained by those attacking the allotments, that Crazy Bear was not entitled to allotment, as he belonged to the hostiles, who were assigned to the Devil's Lake reservation, in North Dakota.

Regarding this contention, Special Alloting Agent Morris, swears that in I89I he made allotments to the Sisseton Indians, and among others, to Ko-zi-pi and his family, as more fully appears on allotment sheet No.73, He describes the allotments and states that No. I3I3 was made to O-can-ku-to-pa-win, a son of Ko-zi-pi, but erroneously marked " daughter" on said schedule; that said Ko-zi-pi , was placed upon the roll and given allotments by reason of the fact that an investigation was made by him as Special Alloting Agent showed Ko-zi-pi to be a member of the Sisseton and Wahpeton, Band, of Sioux Indians; that he had no other allotments at any other Indian Agency, and was entitled to enrollment at the Sisseton Agency. and also by reason of a petition signed by Adam Little Thunder, which petition was filed with said allotment schedule as an appendix, that when the investigation was completed Ko-zi-pi appeared before the affiant for the purpose of selecting his land, that he appeared with Adam Little Thunder and stated that his name was Ko-zi-pi, or Ka-ka-wa-xte-xte or Ma-to-hna-xkin-yan, and that said Indian was enrolled under the name of Ko-zi-pi. the name of Ma-to-hna-xkin-yan, meaning Crazy Bear, and Ko-zi-pi, being an attempted pronunciation by the Indian of Crazy Bear.

The petition referred to is on file in this office, It is signed by J.B. Brown, and twenty seven other members of the tribe, who state that they know Ko-zi-pi Sa-ka-waste-ste to be a Sisseton and Wahpeton Indian by blood and worthy to receive an allotment on the Lake Traverse Reservation, they therefore petition that allotments be made him and family. To this is added a note " 4 in total) and one born since the above was written".

On this statement, and Special Alloting Agent Morris's report, the allotments of Ko-zi-pi and the four members of his family were approved.

It has always been found impossible to strictly draw the line between the loyal members of the Sisseton and Wahpeton Bands and those who were either hostile or else, through fear or other causes, fled with the hostile at the time of the outbreak. It is well known that some of the Indians upon the Sisseton and Wahpeton reservation, were either actively disloyal

or else accompanied the hostiles. Two reservations were provided for these bands, one at Sisseton and one at Devil's Lake the latter being for the hostile Indians.

Crazy Bear is admitted to be a member of the Sisseton Band and he has not been allotted on the Devil's Lake Reservation. His son has improvements upon h s allotment, and the father and mther live with him. This office sees no good reason for cancelling the allotment made to him eleven years ago, and allowing him to take lands on the Devil's Lake reservation. In the opinion of this office the allotent should stand.

Very Respectfully,

W.A. Jones,

Commissioner.

House of Representatives U.S.
Washington.D.C.

February 10, 1906.

Hon. Commissioner of Indian Affairs,
Washington, D. C.

Sir:

I would respectfully request to be informed as to the present status of a contest, instituted by one Joseph Halbauer, against allotment #410, for the S.W.1/4 N.W.1/4, N.W.1/4 S.W.1/4 13, and S.E.1/4 N.E.1/4 and N.E.1/4 S.E.1/4 14-125-54, in what was formerly the Sisseton Indian Reservation in South Dakota.

Respectfully,

Land-Sales
5451-1912
88028-1912
J F M

Transmits patent in fee.

FOR FILE

NOV 13 1912

Mr. Sanford E. Allen,

Supt. Sisseton School.

Sir:

There is enclosed patent in fee No. 299022 issued to Nick Weis, purchaser of Lots 2, 3 and 4 and the N/2 of the NE/4 of Sec. 24, and Lot 2 of Sec. 13, T. 126 N., R. 58 W. of the 5th P. M. in former Sisseton and Wahpeton Reservation in South Dakota, 166.40 acres of the allotment of Sophia W. Vanderheyden, deceased Sisseton allottee No. 84.

You will deliver the patent to the patentee, taking his receipt therefor in duplicate, the original of which you will transmit to this Office.

Instructions as to the disposition of the proceeds of the sale were given you in Office letter of October 29, 1912 (5451-12).

Respectfully,

FILED BY E. S. S.

(Signed) F. H. Abbott.

11-PTH-11 [redacted] Commissioner.

J F M

Transmits patent in fee.

APR -3 1913

FOR FILE!

Mr. Sanford E. Allen,

Supt. Sisseton School.

Sir:

There is enclosed patent in fee No. 320419, issued to Nils E. Olson, purchaser of the NE/4 of the NW/4, and Lot 1 of Sec. 30, T. 124 N., R. 50 W. of the 5th P.M., in former Sisseton and Wahpeton Reservation, South Dakota, containing 79.56 acres of the allotment of Emma Redearth, noncompetent Sisseton allottee No. 632.

You will please deliver the patent to the purchaser, taking his receipt therefor in duplicate, the original of which you will transmit to this Office. Instructions as to the disposition of the proceeds of the sale were given you in Office letter of March 12, 1913.

FILED BY E. S. S.

Respectfully,

(Signed) Wm. H. Layne.

4-WJ-2. Acting Chief Land Division.

Nov. 3 1918.

Dear Mr. Johnson:

Receipt is acknowledged of your Secretary's letter of October 31, 1918, transmitting certain correspondence relative "Farm Homes for returning Soldiers", including copies of two letters from the Board of Trustees of the Town of Eden, South Dakota.

The land referred to in the correspondence is described as 60,000 acres Government land in Marshall County, South Dakota, and it is suggested by the Commissioner of the General Land Office, in his letter to you of August 24, 1918, that the lands referred to are believed to be in the former Sisseton Indian reservation which were reserved for school, church and agency purposes, and that the area covers only 34,000 acres.

An examination of the records of this Office show that 32840.25 acres comprising sections 16 and 36 within the former Lake Traverse Reservation in South Dakota, were reserved for common school purposes and made subject to the laws of the state wherein located. These lands were granted to the state for school purposes under the provisions of the Act of March 3, 1891 (26 Stat. 1036-1039), and this Department has no jurisdiction over said lands. In addition to the acreage reserved for school purposes 697 acres was reserved for various religious bodies, and 650.01 acres for administrative purposes in connection with the Sisseton Agency. The total acreage included in the several reservations above enumerated amounts to 34187.26 acres, and of this entire amount only 650 acres remains under the jurisdiction of this Department.

It seems from the foregoing that your correspondents have been misinformed both as to the acreage involved and as to its present status. The papers submitted are returned, and there is also enclosed an extra copy of this letter.

Very truly yours,

(Sgd) E. B. Meritt

Hon. Royal C. Johnson,

House of Representatives. Assistant Commissioner.

11 EPC 6

INITIALING COPY

OFFICE OF INDIAN AFFAIRS
RECEIVED
AUG 29 1918
1587

August 24, 1918.

...ject: Farm Homes for returning soldiers
...ds for soldiers.

Hon. Royal C. Johnson,

House of Representatives.

My Dear Mr. Johnson:

I am in receipt of your letter of August 16, 1918, inclosing a communication addressed by the Board of Trustees of the town of Eden, South Dakota, to Mr. W. L. Martin, Vice President of the "Soo-Line", Minneapolis, Minnesota; also copy of letter addressed by said Board to the U. S. Reclamation Service of this Department.

The said Board calls attention to certain reserved lands in Marshall County, South Dakota, which they state should be irrigated and made available for farm homes for returning soldiers and sailors. They estimate the area available at 60,000 acres.

They believe that the lands referred to are

[illegible] reservation. [illegible]
[illegible] Sioux [illegible] Great Northern [illegible]
[illegible] reservation covers only about 34,000 acres.

[illegible] by the first step to be taken as to securing the necessity for continuing the reservations. The correspondence has therefore been referred by the Commissioner of Indian Affairs to advise you as to the necessity for continuing the reservations.

Very respectfully,

Commissioner.

"Wm. H. Sargent Pres"

"J. W. Diggs"

SARGENT & DIGGS, BANKERS
The Bank of Milbank
MILBANK, DAKOTA.

April 22nd '89

Gen'l John W. Noble,
Sec'y Interior.
Washington D.C.
My Dear Sir;

Will you kindly inform me what is the present status

It lies along the westren line of our county and Roberts north of us, and is a great detriment to our intresets, as it blocks the progress of two or three lines of railroad that we are very anxious to see completed.

We need these roads badly, and the opening of the reservation would give new impetus to immigration which has been attracted by govern - ment lands further west.

Any information that will enable the citizens of this section to render any service that may be needed in hastening the opening will be appreciated.

We also respectfully ask your early attention to the matter if the consummation is left with your department, as I have been informed it is.

If any need should exist for a special agent here, in the opening -, or a commission to be appointed, I trust you will remember

Yours truly.

D. W. Diggs

RESOLUTIONS OF THE CONVENTION

of Eight Counties that Assembled at Watertown, Dakota, May 1st, 1889, to take Action Relative to the Opening of the Sisseton Indian Reservation.

---o-O-o---

"Whereas, The Sisseton Indian Reservation, lying in the midst of a well settled section of country, is a barrier to the completion of railroads in course of construction or progress, and the general welfare of the country, and is not now necessary to the interests of the Indians, they having taken their allotment of land under the Act of Congress, and,

WHEREAS the Indians on this reservation have certain grievances which they urge as a reason for withholding their consent to final action necessary to opening the Reservation to settlement.

RESOLVED: That it is the sense of this convention composed of citizens of all the counties contiguous to the said Reservation that the government of the United States owes a debt of gratitude to all Indians who were loyal and rendered service or befriended the white man in the terrible scenes of the massacre of 1862, and that Chief Gabriel Renville having been conspicuous as a friend of the government and the white man, the government should recognize such loyalty and service in some substantial form.

RESOLVED, That as citizens we will use our influence to secure to Chief Renville and all other Indians who were loyal to the government, who are now members of his band, that justice that has been denied them. Confident that the government will promptly accord to them such compensation as in judgment they are under the law entitled, and will see

that the provisions of treaties heretofore made are scrupulously carried out to the end, that any wrong to them resulting from neglect shall be speedily redressed.

RESOLVED, That we recommend to congress, that all men in this band who acted as scouts under Genl. Sibley be suitably rewarded for their loyalty and valuable services.

RESOLVED, that we urge upon the Secretary of the Interior the importance of immediately adjusting all just claims in order that the Sisseton Reservation may be speedily opened

RESOLVED, That it is the sense of the convention that each of the counties of Day, Grant, Roberts, Traverse, Richland, Sargent, Marshall and Codington be requested through their committeemen to contribute the sum of one hundred dollars ~~for the purpose of defraying the expenses of the several~~ committees appointed by this convention:

D. W. DIGGS,
H. R. PEASE,
A. H. KITTON,
W. J. SPEAR,
SHELBY SMITH,
JAMES ROSS,
THOS. C. ROWER."

I hereby certify the above to be a true copy of the resolutions passed by the Convention held at Watertown for the purpose of securing the early opening of the Sisseton Indian Reservation

D W Diggs

Milbank 5/13/89

The Minneapolis Tribune.

NO. 12 WEDNESDAY MORNING, MAY 22 1889

A LARGE POW-WOW.

A Council at Big Brule to Urge the Opening of the Sisseton Reservation.

Chief Gabriel Renville, with His Head Men, and the Watertown Convention Committee in Attendance.

Indians Complain that Their Services to the White Men in 1862 Entitle Them to Better Treatment.

Appeals for Land for Their Children—Specimens of Indian Eloquence—Ladies's Sentiment.

MILBANK, S. D., May 21.—[Special.]—The committee appointed by the convention at Watertown to go to Washington to urge the completion of the arrangements for opening the Sisseton reservation, held a council with Chief Gabriel Renville and nine of his head men at the Big Coulee today. After partaking of a bountiful feast which had been prepared by the committee, the party adjourned to a beautiful grove. The Indians seated themselves on the ground in a semi-circle, with the committee occupying chairs. Gen. Pease called on Rev. Chas. R. Crawford, a half brother of the chief, to invoke the dinner blessing, after which the general stated the object of the council to be to ascertain their views in regard to opening the reservation. As a stenographer to report proceedings, Chief Gabriel Renville was the first to speak, Rev. Mr. Crawford interpreting. The chief said in substance:

I don't feel that I made friends with the white men lately. At the time of the outbreak I was in the employ of the government, and was trying to keep the Indians from going on the warpath. I was trying to keep them from killing the white men. I was trying to keep them from killing the white men. I was trying to keep them from killing the white men

[illegible] ...

There are [illegible] of the government. They also [illegible] from the government. Chief [illegible] and [illegible] month's rations and the same [illegible] seeds for 12 months, a cultivator [illegible] directions [illegible] General also [illegible] thought that all the Indians would [illegible] the final settlement is made allowing [illegible] 160 acres of land. The bill gives the [illegible] to all 21 or over at the date of the [illegible] ages, with 80 acres to those between [illegible] 21, and 40 acres to all under 18. He [illegible] in conclusion, that when the claim is [illegible] they want the money paid in cash and [illegible] in shoe pegs and overalls.

Michel Renville, a grey haired man of 65, next spoke, saying:

You have heard about the mistake of the survey. I will not speak further of that. When you come here and make friends with us we are pleased. The Indian suffers from mistakes. He don't know how to correct them. Now that South Dakota has come in as a state we have some one to go to to do right our wrongs. The Indians have taken their land in severalty. They are waiting for patents. The Indians are anxious to get patents. We are willing the surplus land should be sold. We don't expect to keep reservations. We want to get the benefit of the sale. If the government will pay what they owe, we will be pleased with the opening. There will be left over allotments 850,000 acres. If the government pays what they owe, and pay what they agree per acre, we will be pleased with the opening. When the government asks me to do anything, I am always willing to do it. I hope you will try to get the government to do what is right.

If the government will do this, it will benefit both the Indians and the whites [and illustrates by holding up half a dozen keys in a perpendicular position, separately, and all united this way [indicating, grouping them together] much richer.] we will be as one. When the reservation is opened [illegible] speculators [illegible] to one [illegible]

Simon D. Renville, a grey-haired man of the Presbyterian Church, under the shadow of which the party was sitting, a man of 56, in whose veins a large proportion of white blood flows, and who has a white wife, said:

I think the most important thing in this we own patents. Other things will come afterwards. We want you to push, that too that the old people will get the benefit. Some are old and asked the money from the annuities.

Here Gabriel, the chief, spoke up, saying:

If the government don't settle up there is no use to send a commission here.

Two Star next spoke. He is the orator of the tribe, but a handy prepossessing in appearance of any present. He began:

Other speakers you have heard what they say. I will mention. If you are going to help us, some things they have no opinion of. After [illegible] new passed man come to make allotments. The babies get no land. It is not right. Sixteen or seventeen year old they get 40 acres. Not right. When babies grow up they have nothing. It do not right. You speak friendly to us. We are friends to you. We lost two years. Don't get any crops. We are suffering, no telling about this season. We may all starve if Cook don't take in wood. (Cook is the Elliot steamboat who buys their wood, which is their most reliable source of revenue.) We have heard good words. My heart is happy. We are friends to you. We above it in time of massacre.

Michael Renville said:

I forgot to say when I was sent to see the great father at Washington, the whites said [illegible] any if I went last long. [illegible] well of white men. He say if you get money work—spoil peoples. If we get the money we will open up. Your committee needn't be discouraged, we will open up.

Maj. Amos—"All the points have been mentioned. We depend on you to help us all you can." Chief Gabriel Renville again interposed with the question to the committee: "[illegible]

"If you can't get what we want and the government don't give back what they owe, then what. The money we ask for we worked for by protecting the frontier at the massacre of 1862. We didn't run off, but guarded 265 prisoners with Gen. Sibley. We are tired of asking [illegible] this money is not paid to [illegible] and have to pay taxes, what will we pay taxes with? You will take our ponies. We are [illegible] with? You will take our ponies. We have [illegible] to become citizens and vote. We have [illegible] said before you all we have to say from our [illegible] hearts. We believe what you say. We hope

M. Sargent, Pres't. D. F. Diggs, Cash'r.

THE BANK OF MILBANK.

Sargent & Diggs, Bankers.

Milbank, South Dak. 5/13 1889

John W. Noble Sec'y

My Dear Genl

I presume you are annoyed by my frequent communications, but the matter of opening the Sisseton Reservation is one of sufficient importance to all our people to warrant the utmost effort to secure it.

Hoping to hear from you soon.

Yours truly
D F Diggs

Department of the Interior.

OFFICE OF INDIAN AFFAIRS.

Washington, June 25 1888.

The Honorable,
The Secretary of the Interior.

Sir:

I have the honor to acknowledge the receipt, by Department reference, of a communication from D. W. Diggs, of Milbank, South Dakota, dated May 4,1888, in which he states that a convention of delegates from all the counties contiguous to the Sisseton Reservation, was recently held at Watertown, to consult as to the steps necessary to secure the early opening of said reservation to settlement.

He states that the reservation has for years been a barrier to the extension of much needed railroads, and asks if there is any thing that can be done to facilitate its opening.

The Sisseton Reservation, created by the treaty of February 19, 1867, (15 Stats.,505), contains 919,720 acres of which some 197,227 acres have been allotted in severalty, and 1,417 acres reserved for church and other purposes, leaving a surplus of some 720,478 acres.

In his report dated December 20,1887, submitting schedules of allotments made on this reservation, Special Agent Lightner expressed the opinion that the Indians were then prepared to dispose of a part of these surplus lands, and that it would be advisable to negotiate with them, be-

because many of them were needy and should have houses built, &c.

The 5th section of the Act of February 8,1887 (24 Stats.,388), provides "That at any time after lands have been allotted to all of the Indians of any tribe, as herein provided, or sooner, if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portion of its reservation not allotted as such tribe shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress, and the form and manner of executing such release shall also be prescribed by Congress."

The treaty of 1867 contains no provisions applicable to such negotiations.

The allotments on this reservation have virtually been completed, although it is possible that there may be a very few persons still entitled to allotments, who were not found by Special Agent Lightner.

It would, I believe, be for the best interests of the Indians to throw open to settlement a large portion of their surplus lands on such just and equitable terms as may be agreed upon by them.

There is no appropriation available for the payment of a Commission to negotiate for the purchase of the surplus lands.

Such negotiations can proceed no further than securing the consent of the Indians to the sale of such portion of the reservation as may be agreed upon, and determining the considerations for which they are willing to make the cession, these negotiations to be submitted for the approval of Congress, which alone can prescribe the form and manner of executing the necessary release.

Such preliminary negotiations might be held with the Sisseton Indians during the present season, (after the delivery of their patents now in preparation) to be conducted by an officer or officers now in the service, specially designated thereto, if it shall be considered by the Department wise to take such proceedings.

An Inspector of the Indian service and a Special Indian Agent, acting with the resident Agent for the Sisseton Agency, might be constituted a Commission for the purpose, or, omitting the resident Agent, and substituting in his stead, a Special Agent of the General Land Office or an Officer of the Army stationed in the vicinity, to serve as one member of the Commission, if advisable.

Very respectfully,

Your obedient servant,

R. V. Belt

Acting Commissioner.

Allen.

Ser. & Land.

Department of the Interior.

OFFICE OF INDIAN AFFAIRS,

WASHINGTON, August 18, 1888.

The Honorable,

The Secretary of the Interior.

Sir:

I have the honor to transmit, herewith, for your approval, draught of instructions for the guidance of a Commission (to be appointed) to negotiate with the Sisseton and Wahpeton Indians for the sale of their surplus lands under the provisions of the Act of February 8, 1887, (24 Stats., 388).

Very respectfully,

Your obedient servant,

J. J. Atkinson

Commissioner.

(Allen)

Department of the Interior

OFFICE OF INDIAN AFFAIRS

WASHINGTON August 13,1892.

Gentlemen:

Upon receipt hereof,you will proceed to the Sisseton Agency,Dakota,for the purpose of negotiating with the Sisseton and Wahpeton Indians for the relinquishment of such portions of the Lake Traverse Reservation,not allotted,as said Indians may consent to release.

Such negotiations are authorized by the 5th Section of the Act of February 7,1887,which provides: " That at any time after lands have been allotted to all the Indians of any tribe as herein provided,or sooner if in the opinion of the President it shall be for the best interests of said tribe,it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe,in conformity with the treaty or statute under which such reservation is held,of such portions of its reservation not allotted as such tribe shall,from time to time,consent to sell,on such terms and conditions as shall be considered just and equitable,between the United States and said tribe,which purchase shall not be complete until ratified by Congress,and the form and manner of executing such release shall also be prescribed by Congress".

The Lake Traverse Reservation was created by the 2nd Article of the treaty between the United States and the Sisseton and Wahpeton bands of Dakota Sioux Indians,concluded February 19,1867. (15 Stats.,506).

It contains 918,784 acres,of which some 137,887 acres have been allotted in severalty,and 1,417 acres reserved for church and other purposes,leaving a surplus of some 762,478 acres.

The allotments have virtually been completed,although it is possible that some few individuals who were not on the reservation when the allotments were made in 1887,are entitled to allotments.

The treaty makes no provision regarding the cession or relinquishment of the reservation or any portion thereof.

It is understood that the Indians desire to sell a portion at least,of their surplus lands.

You will call a full council of the bands and submit the subject for their consideration. If a majority of such council determine to sell any portion of the reservation,you will then agree upon the quantity of land to be sold,and its location,which should be described by sections,or other legal subdivisions of townships.

It is not considered advisable that the cession at this time should embrace all these surplus lands. A sufficient quantity should be reserved for future contingencies.

The terms and conditions of the sale should then be agreed upon,which should be just and equitable to the Indians,as well as to the United States.

You will explain to the Indians that under the Act of February 8,1887,the sums agreed to be paid as purchase money,will be held

in the Treasury of the United States for their sole use,the same with interest thereon at 5 per cent per annum,to be at all times subject to appropriation by Congress for the education and civilization of said Indians.

The terms and conditions agreed upon in Council,with the description of the lands to be relinquished,should be reduced to writing and incorporated in the accompanying form of agreement, which should be signed by at least a majority of the male adults of the bands.

All such adults should be given an opportunity to sign.

When freely and properly signed,your certificates and the certificate of the Official Interpreter,should be attached to the instrument.

The proceedings of the Council should be reduced to writing and attested by your signatures and that of the Official Interpreter.

The Indians should be informed that the negotiations will not be valid or binding until ratified by Congress.

Very respectfully,

Commissioner.

Allen)

Approved:

Secretary.

Department of the Interior,

OFFICE OF INDIAN AFFAIRS,

WASHINGTON, Nov. 12, 1888.

The Honorable,

The Secretary of the Interior.

Sir:

Referring to your communication,dated September 5,1888,designating

R.V.Belt,Assistant Commissioner of Indian Affairs.

A.M.Winker,U.S.Indian Inspector,

C.H.Parker,Special Indian Agent,

for the duty of conducting negotiations with the Sisseton and Wahpeton Indians,for the sale of their surplus lands,and to your letter of September 27,1888,revoking the designation of Hon.R.V.Belt, I have the honor to recommend that Hon.A.Whittlesey,Secretary of the Board of Indian Commissioners,be designated in place of Mr. Belt,and Charles A.Maxwell,Esq.,Chief of the Land Division of this office,in place of Special Agent Parker,who is now engaged in important duty at a place remote from the Sisseton reservation.

The expenses of Mr.Whittlesey can be paid from the funds appropriated for the expenses of the Board of Indian Commissioners.

The appointment of Mr.Maxwell is recommended because it is deemed important that one of the officers should be thoroughly

familiar with the history of these Indians, their reservation and their relations to the Government, by which their work will be greatly aided and expedited.

In the event of his designation authority is requested for the payment of his actual and necessary travelling and other incidental expenses, including subsistence, from 'Contingencies Indian Department, 1880', a balance of which is available for that purpose.

It is regarded as important that the proposed negotiations should be commenced as soon as possible.

Very respectfully,

Your obedient servant,

T. J. Morgan

Commissioner.

(Allen)

A GRAMMATICAL ANALYSIS OF A PORTION OF SECTION 30 OF THE ACT OF CONGRESS OF MARCH 3, 1891

Seven members of the English Department at The University of South Dakota responded to the request by the Attorney General of the State of South Dakota to interpret the grammatical construction and meaning of a portion of Section 30 of the Act of Congress of March 3, 1891.

The clause in question reads as follows:

1 That the lands by said agreement ceded, sold,
2 relinquished, and conveyed to the United States
3 shall immediately, upon the payment to the
4 parties entitled thereto of their share of the
5 funds made immediately available by this act,
6 and upon completion of the allotments as pro-
7 vided in said agreement, be subject only to entry
8 and settlement under the homestead and townsite
9 laws of the United States, excepting the six-
10 teenth and thirty-sixth sections of said lands,
11 which shall be reserved for common school pur-
12 poses, and be subject to the laws of the State
13 wherein located:

The structure of this clause leads to an apparent ambiguity: whether the final phrase, "and be subject to the laws of the State wherein located," is controlled by the first "shall" (line 3) or by the second "shall" (line 11). If the phrase is controlled by the first "shall," then the meaning of the final phrase is, "That the lands (line 1)...shall (line 3)... be subject to the laws of the State wherein located" (lines 12-13). If the second "shall" controls, then the meaning is, "...the sixteenth and thirty-sixth sections (lines 9-10)... shall be reserved (line 11)...and be subject to the laws of the State (lines 12-13)...."

It is most difficult to ascertain the intent of a statement as ambiguous as this one through a grammatical analysis. Sentence structure results from the writer's individual eccentricities, educational background, and societal expectations, none of which are known in this case. While grammar has no natural laws, it does have conventions. Those professors who examined the clause were able to deliver opinions, based on those conventions, as to the writer's intent. The majority, but not all, of this group feels that the intent of this clause is, "That the lands...shall...be subject to the laws of the State..."

Following is a compilation of observations and analyses submitted by members of the English Department.

1. Parallel structure.
a. Parallelism in the clause functions best if the first "shall" (line 3) controls both of the "be subject" predicates (lines 7 and 12). If the intention of the writer were to create a parallel with "shall be reserved" (line 11), he may either have found a more convenient way to express "subject to entry and settlement" (lines 7-8) (e.g., "entered and settled"), or have omitted the "be" in the final verb and the final comma (line 12) (i.e., "be reserved for common school purposes and subject to the laws of the State wherein located.")

b. The verb phrase which begins with "shall" in line 3 is not completed until line 7 with "be subject." Assuming that the second "be subject" (line 12) is controlled by the same "shall," there is a parallelism in style in which the completion of the verb is delayed by intervening parenthetical material. On the other hand, the other "shall" verb phrase--"shall be reserved" (line 11)--is not separated, implying that it is a single unit functioning only within a subordinate clause.

c. The use of one auxiliary to control two verbs of essentially different, even contradictory, meanings would be unusual. Hence the "shall" of line 11 is probably not intended to control both "be reserved" (line 11) and "be subject" (line 12).

2. Word Order.
a. Although it may seem natural that modifying elements would be placed in close proximity to the modified material, suggesting that the final phrase logically attaches to the second "shall," such need not be the case. The clause is of the structural type known as periodic, which means that the important parts of a sentence are suspended until the end. As a stylistic device, the periodic structure was common up through the nineteenth century, but is not much used today.

b. The first "shall...be subject" (lines 3, 7) is interrupted by two significant modifying prepositional phrases: "upon the payment..." (line 3), and "upon completion..." (line 6). Another modifying phrase--"excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes..." (lines 9-12)--is inserted to permit the second "be subject" (line 12) to appear last. If the sentence were to end with a non-restrictive "which" clause (lines 11-13), all the care that the writer took to state the prepositional modifiers of the first "be subject" verb come to nothing.

3. Punctuation.
Commas are used for two purposes in the clause: to separate items in a series and to set off non-restrictive modifiers.

a. The verbals in lines 1-2 create a sequence of more than two, and the commas are used in the obvious and conventional manner. Less obvious is the comma between "act" and "and upon..." in lines 5-6. Normally, a comma is omitted when the series has only two items separated by a conjunction. The presence of a comma at that point argues that the final comma (line 12) also separates two serial items, making the final phrase dependent on the "shall" of line 11. There are two differences, however. One is that the "upon" phrases (line 3-7) are quite long, justifying a pause even though strictly speaking a comma is not required. The final lines are much shorter. The second difference is in the parallelism. The two "upon" phrases are totally parallel and equal. In lines 11-13, had the writer wished to maintain the parallel structure he so carefully uses throughout, he could probably have repeated the words "which shall." These lines do not appear to be items in a series.

b. The use of commas operating in pairs to set off non-restrictive modifiers appears consistent. The commas before the first "upon" (line 3) and after "agreement" (line 7) enclose the parenthetical material separating the auxiliary "shall" from its companion "be subject" (line 7). Likewise, the comma before "excepting" (line 9) and after "purposes" (lines 11-12) set off a statement which qualifies the verb "be subject" (line 7). This final comma (line 12) performs a double duty in that it also sets off the "which" clause, an adjectival subordinate clause modifying "sections" (line 10).

4. Summary.
The foregoing observations and analyses support the conclusion that the writer's intent was to allow the first "shall" to control the final phrase, with the resultant interpretation that all of the lands, not just those sections reserved for school purposes, are to be subject to state law.

The faculty members listed below contributed to the analysis of this passage but do not necessarily concur with all of the details of the statements.

Assoc. Prof. Raphael Block
Assoc. Prof. Stephen Dill
Assoc. Prof. Thomas Gasque
Asst. Prof. Gervase Hittle
Asst. Prof. William Lemons
Asst. Prof. Susan Robbins
Asst. Prof. Adrian Weiss

APPENDIX

The following diagrammatic arrangement, keeping original punctuation but capitalizing the main elements, summarizes the analysis:

That

THE LANDS

by said agreement

ceded, sold, relinquished, and conveyed } to the United States

SHALL

immediately

, upon { the payment to the parties entitled thereto of their share of the funds made immediately available by this act } , and upon { completion of the allotments as provided in said agreement } ,

BE SUBJECT

only

TO { ENTRY and SETTLEMENT } under the homestead and townsite laws of the United States

, excepting { the sixteenth and thirty-sixth sections of said lands } , which { shall be reserved for common school purposes } ,

and

BE SUBJECT

TO THE LAWS of the State wherein located:

DEPARTMENT OF THE INTERIOR,

WASHINGTON, March 10, 1900.

COPY.

Hon. John M. Thurston, Chairman,

Committee on Indian Affairs,

United States Senate.

Sir:-

I have the honor to be in receipt, by your reference of the 9th ultimo, of S.2021, "A Bill for the restoration of annuities to the Sisseton and Wahpeton bands of Dakota or Sioux Indians, and the Medawakanton and Wapakoota (Santee) Indians, declared forfeited by the act of February 16th, 1863,"

This bill is intended to restore to the bands of Indians named, certain treaty annuities which were declared forfeited by the act referred to, because of their participation in the Indian rebellion in Minnesota in 1862.

The annuities thus forfeited by the Medawakanton and Wahpakoota (Santee) bands, amounted to $3,052,792.83, arising under treaties of 1837 and 1851, and by the Sisseton and Wahpeton bands to $2,721,432.36, arising under a treaty made in 1851,

On January 15, 1898, the Department submitted to the Congress full and complete statements of all financial transactions with these four bands of Indians, under the treaties and act of Congress referred to, and under all subsequent treaties or agreements made with them, and acts of Congress passed in their behalf. These statements or reports were called for by the act of Congress approved June 7, 1897, (30Statutes, 89), and are known as Senate Documents

numbers 67 and 68, 55th Congress, 2nd Session, the one first mentioned covering the affairs of the Medawakanton and Wahpakoota (Santee) bands, and the last one relating to those of the Sisseton and Wahpeton bands.

From the ducument numbered 67, it appears that $5,622,873.26 were expended for the Medawakanton and Wahpakoota (Santee) bands, up to January 1, 1898, under treaties with them and acts of Congress in their behalf, being an excess of $1,077,814.55 over all treaty or legal obligations or requirements, including their care and support under the treaties or agreements made with the Sioux of different tribes, "including Santee Sioux of Nebraska," in 1868, 1877 and 1889, in which the Santees participate, and an excess of $2,570,080.43 over the amount of the forfeited annuities.

About $180,000 have also been expended for their care and support since the statement referred to was made up.

The document numbered 68 shows that $7,146,629.80 were paid to and expended for the Sisseton and Wahpeton bands in the same period, under all treaties with them or acts of Congress for their benefit, being an excess of $1,034,971.92, over all treaty or legal obligation or requirements, including the value of lands ceded by the treaties or agreement of 1867, 1872 and 1889, and an excess of $4,425,197.44 over the value or amount of forfeited annuities.

Two instalments of $18,400 each, arising under the agreement of 1889, have also been provided by Congress for the Sisseton and Wahpetons since January , 1896, and paid to or expended for

them under the provisions of the agreement of that year.

By articles 10 and 17 of the treaty of 1868, with the Sioux of different tribes, (15 Statutes,635,) the Medawakantons and Wapakootas (Santee) bands, seem to have been fully compensated for any and all previous treaty obligations and estopped or barred from any claim on thccount thereof, the following provision being found in article 17:

"It is hereby expressly understood and agreed by and between the parties to this treaty that the execution of the treaty and its ratification by the UNITED STATES SENATE, shall have the effect of and shall be construed as abrogating and annulling all treaties and agreements heretofore entered into between the respective parties hereto, so far as such treaties and agreements obligate the United States to furnish and provide money, clothing or other articles of property to such Indians or bands of Indians as become parties to this treaty, but no further."

I am of the opinion that there is nothing due to these Indians.

I also transmit for your information a copy of a letter from the Commissioner of Indian Affairs on the subject, dated the 7th instant.

This letter will also apply to S. 1766, referred for report by your letter of the 9th ultimo.

Very respectfully,

E. A. HITCHCOCK,

Secretary.

1572, Ind. Div. 1900.
1595, " " "
1 incls.

August 23, 1974

I have been asked to construe the language contained in that portion of §30 of the Act of Congress of March 3, 1891, which reads as follows:

> That the lands by said agreement ceded, sold, relinquished, and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon completion of the allotments as provided in said agreement, be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located.

At first glance it might appear that the "last antecedent" rule would confine the following language to wit " and be subject to the laws of the State wherein located" contained in lines 12 & 13 of the above clause to the sixteenth and thirty-sixth sections of lands referred to in lines 9 and 10. This rule provides--that a qualifying phrase or clause applies only to the last of several proceeding subjects unless the context indicates otherwise. However, like all of the cannons of construction, the last antecedent rule is not an inflexible legal principle. It is never allowed to thwart the manifest intention of the framers of the document being construed. The presence of the comma following the word purposes contained in lines 11 and 12 of said clause, is in my opinion, significant. Such comma would have been unnecessary and certainly improper if the framers of the questioned language had intended to confine the phrase "and be subject to the laws of the State wherein located" to the lands referred to in lines 9 and 10. The fact that the framers saw fit to utilize the comma after the word purposes in line 12 clearly indicates that they purposely separated the said phrase from the subject immediately preceeding it--namely, the lands referred to in lines 9 and 10 of said clause in order to make said phrase applicable to the lands referred to in lines 1 and 2 as well as those referred to in lines 9 and 10 of the above clause.

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Regarding the obvious intent of the framers, I think it should be particularly noted that the lands referred to in lines 1 and 2 of the above clause were, by the framers thereof, specifically made subject to entry and settlement under the homestead and townsite laws of the United States. In 1891 great effort was being made to encourage settlement of the lands in the Dakotas and elsewhere so as to provide stability for governments of the newly formed states. In view of this, it is contrary to both logic and human intelligence to seriously contend that the framers intended that only the lands referred to in said lines 9 and 10 of the above clause would be subject to the laws of the State in which they were located.

For the reasons mentioned above, it is my opinion, that the proper construction of the above clause demands that all of the lands referred to in said clause be held subject to the laws of the State wherein located.

Respectfully submitted,

Marion R. Smyser

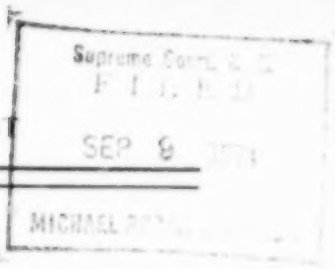
Marion R. Smyser
Professor of Law
School of Law
University of South Dakota
Vermillion, SD 57069

MRS/dh

appendix

II

APPENDIX FOR RESPONDENT



IN THE

Supreme Court of the United States

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

KERMIT A. SANDE
Attorney General
State of South Dakota
Suite A 304
Capitol Annex
Pierre, South Dakota 57501

WALTER W. ANDRE
Assistant Attorney General
State Capitol Building
Pierre, South Dakota 57501

TOM D. TOBIN
Special Assistant Attorney General
422 Main Street
Winner, South Dakota 57580

Attorneys for Respondent

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IA. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, H. EXEC. DOC. 48TH CONG., 2D SESS. (1884).

Crows.– Since my last report was made, the Crow Indians, whose reservation in Montana is estimated to contain 4,713,000 acres, have been removed from their old location in the western part of the reservation to the valleys of the Big Horn and the Little Big Horn Rivers. At 5.

Not only has this been done, but it has thus been made possible to add to the public domain at least 3,000,000 acres of this reservation, leaving still all the land necessary for the use and occupancy of this tribe of Indians. If this 3,000,000 acres are so disposed of as to give the Crows some benefit of the proceeds thereof, they will no longer require any aid from the Government, and thus one fraction of the Indian problem will have been solved, and an example and incentive given to other tribes of Indians to do likewise. At 5-6.

Patents have been issued as follows: 78 to the Chippewas of Lake Superior and the Mississippi, on the Lac Court Oreille Reservation, under the provisions of the third article of the treaty of September 30, 1854 (10 Stat. 1110); and 6 to the Sisseton and Wahpeton bands of Sioux, under the fifth article of the treaty of February 19, 1867 (15 Stat. 505); at 9.

It having been represented to the Department that the Sisseton and Wahpeton and the Yankton bands of Sioux were desirous of disposing of a limited portion of their respective reservations, the Sioux Commission were

instructed, under date of May 10 last, to visit said reservations and ascertain if such was the case, and if so to negotiate with them as to the quantity they would cede, the conditions as to the price, &c. No report has been received from them up to this date, but the agent for the Sisseton and Wahpeton bands reports that his Indians are unwilling to part with any of their lands, and that the visit of the Commission was unsuccessful. At 30-31.

The commission appointed to appraise the Omaha Reservation lands in Nebraska west of the Sioux City and Nebraska Railroad under the act of August 7, 1882 (Stat. 22, p. 341), submitted their report and schedule of appraisement under date of October 11, 1883. The appraisement was approved by the Department November 20, 1883, and the General Land Office directed to take steps for the disposal of the lands under the law. By public proclamation, dated March 19, 1884, the lands were thrown open to settlement from and after April 30, 1884, at 12 o'clock, noon. At 39.

IB. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 48TH CONG., 2D SESS. (1884).

If the reservation is larger than is required for the use of the Indians occupying it, there should be a reduction thereof, and all that is not needed for the use of the Indians should be opened to settlement. The time has passed when large and valuable tracts of land fit for agriculture can be held by Indians for either hunting or grazing lands to the exclusion of actual settlers. At XI.

In my last report I called attention to the magnitude of this reservation, and urged that it should be reduced by

a purchase of about 18,000 square miles, as proposed by the commission appointed in 1882. At XIII.

. . .This reservation is much larger than required for their support. The reservation is situated in the Territory of Montana, and contains 7,364 square miles, or 4,713,000 acres of land. At least 3,000,000 acres might be disposed of, leaving the Indians sufficient agricultural lands to become self-supporting if they desire to become agriculturists, and a sufficient amount of grazing lands should they prefer to become stock raisers. The 1,713,000 acres that would be left would give nearly, if not quite, 600 acres of land to each individual member of their tribes. At XIII.

2A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, H. EXEC. DOC. 49th CONG., 1ST SESS. (1885)

This brings me directly to the consideration of the practical policy which I believe should be adopted by Congress and the Government in the management of the Indians. It should be industriously and gravely impressed upon them that they must abandon their tribal relations and take lands in severalty, as the corner-stone of their complete success in agriculture, which means self-support, personal independence, and material thrift. The Government should, however, in order to protect them, retain the right to their lands in trust for twenty-five years or longer, but issue trust patents at once to such Indians as have taken individual holdings. When the Indians have taken their lands in severalty in sufficient quantities (and the number of acres in each holding may and should vary in different localities according to fertility, productiveness,

climatic, and other advantages), then having due regard to the immediate and early future needs of the Indians, the remaining lands of their reservations should be purchased by the Government and opened to homestead entry at 50 or 75 cents per acre. The money paid by the Government for their lands should be held in trust in 5 per cent. bonds, to be invested as Congress may provide, for the education, civilization, and material development and advancement of the red race, reserving for each tribe its own money. This is all the Indians need to place them beyond the oppression and greed of white men who seek, as Mr. Barbour said in 1825 in his report as Secretary of War, "to bereave the Indians of their lands." At 4.

Assuming, however, that I have correctly divined the almost unanimous wish of the States mentioned, and that Congress would feel disposed to respect their wishes, then the further question of purchasing from the Indians all of the lands of the Indian Territory, and of other Indian reservations, which the Indians do not need now, or will not need in the early future, and of opening them to homestead settlement, presents itself for consideration. After allotting to each head of a family and to each child whatever quantity of land Congress, in its wisdom and humane guardianship of this helpless race, shall consider and determine as just and necessary, the purchase of the balance of their lands at a fair price would seem to be wise and expedient, as the proceeds of the sale would subserve a far more valuable end in contributing to their education and material advancement in agriculture and the mechanical arts (as before suggested in this report) than would be subserved by permitting the lands to remain permanently in idle and unproductive waste. At 11-12.

During the year three certificates of allotments have been issued to the Indians. . .; twenty-eight to the Sisseton and Wahpeton Indians on Lake Traverse, under the treaty of February 19, 1867 (15 Stat., 505), at 15.

THE KLAMATH RIVER INDIANS IN CALIFORNIA.

They do not need all the lands at present reserved for their use, but they should be permanently settled, either individually or in small communities, and their lands secured to them by patent before any portion of their reservation is restored to the public domain. At 48-49.

ROUND VALLEY RESERVATION IN CALIFORNIA.

This reservation was first selected for Indian purposes in 1856, and according to the survey made in 1860, comprised 25,030.8 acres (being the entire Round Valley), of fertile and productive land. Under the act of March 3, 1873 (17 Stat., 633), the boundaries of the reservation were changed, and the southern portion of the valley thrown open to settlement, leaving between 5,000 and 6,000 acres of it within the reservation. At 49.

The reduction of their reservation to two townships has caused some dissatisfaction, and they have asked for more land; . .If they have suffered any wrong, as is claimed, on account of the restoration to the public domain of the Turtle Mountain country, by which is meant that vast territory lying north of Devil's Lake and west of the Red River of the North, the remedy is with Congress. At 53.

The Winnebago Reservation adjoins the Omaha

Reservation on the north. It has an area of 170 square miles, or 108,924 acres. The Winnebagoes have frequently expressed a desire to sell a portion of their reservation, and seeing the good effect of the allotment system upon their neighbors, the Omahas, those who have not already taken allotments have been anxious to do so. The sale of a part of their reservation would, they believe, furnish them the means to procure farming implements and other things necessary to a good start upon their individual allotments.

As in the case of the Omahas, the unallotted lands remaining within the diminished reserve could be patented to the tribe in common. At 63.

REDUCTION OF SANTEE SIOUX RESERVATION IN NEBRASKA.

Under date of February 9, 1885, an Executive order was issued restoring to the public domain, from and after April 15, 1885, all the lands within the Niograra or Santee Sioux Reservation remaining at that date unalloted to and unselected by the Indians of that reservation, under act of March 3, 1863 (12 Stat., 819), and the Sioux treaty of April 29, 1868 (15 Stat., 635), respectively, said restored lands to be subject to settlement and entry on and after May 15, 1885.

The assignment of lands to the members of the Santee Sioux tribe, under the act of March 3, 1863, was approved by the President, May 11, 1885, and 485 certificates have been issued therefor. One hundred and sixty acres were reserved for each head of a family or male adult over eighteen years of age desiring a homestead under the provisions of the treaty. The quantity of land assigned under act of March 3, 1863, was 38,908.81 acres;

that selected for homesteads was 32,875.75 acres; and that reserved for agency, school, and missionary purposes 1,130.70 acres. Total reserved, 72,915.36 acres. The quantity of land restored to the public domain under operation of the Executive order of February 9, 1885, was 42,160.56 acres.

The act of March 3, 1885 (23 Stat., 351), authorized the appraisement and sale of the reservations of the Sac and Fox (of the Missouri) and Iowa tribes of Indians, located in the States of Kansas and Nebraska, with the consent of a majority of the chiefs, headmen, and male adults of each tribe, expressed in open council. Councils have been held with the Indians as required by the act. At 64.

2B. REPORT OF THE SECRETARY OF THE INTERIOR, VOL. 1 (1885).

Assignments of land in severalty were also made under provisions of act of March 3, 1863 (12 Stat., 819), to the Sioux Indians residing upon the Santee Reservation in Nebraska. A portion of those Indians, however, elected to take homestead selections under provisions of the fourth clause of the sixth article of the treaty with the Sioux Indians, of April 29, 1868 (15 Stat., 637).

The whole quantity of land assigned to and selected by those Indians under the law and treaty is 71,784 acres. There were reserved for school, agency, and missionary purposes, 1,131 acres. The balance of the reservation 42,161 acres, except the school sections and portion of sections inuring to the State of Nebraska, was restored to the public domain on May 15, 1885, under the operation

of an Executive order of February 9, 1885. At 7.

The act of March 3, 1885 (23 Stat. 340), providing for the allotment of lands in severalty to the Indians on the Umatilla Reservation in Oregon, and for the survey, appraisal, and public sale of the residue of the lands of the said reservation, &c., requires that the consent in writing of the male adult Indians shall be obtained before the act shall be executed in any part. At 10.

The question as to what is the best and wisest course to pursue relative to these surplus lands in the Indian reservations not required for the present wants of the Indians is one demanding careful and serious consideration. Shall they be left unemployed and unprofitable; or shall they be utilized and made, in a measure at least, to produce some revenue towards the support of the Indians?

If it shall be determined that for the present it is for the interest of the Indians that the reservations shall be held intact, that the land should be utilized for grazing purposes, and that white men, with their herds of cattle, shall be permitted to occupy large tracts of these reservations, a law should be enacted for that purpose, clear and comprehensive, fully defining the powers and duties of this Department in the matter.

If the cattlemen are to be permitted to go upon these reservations, and to hold and pasture their herds thereon, the business should be done under proper regulations and in such manner as to secure a fair and just compensation for the privilege. The money paid therefor should be handled by the officers of the Government, and used for

the support of the Indians and their advancement in civilization. With my convictions I cannot recommend such legislation. It is in direct contravention of the policy of keeping the Indian reservations free from the settlements of white men—a policy which, in my opinion, should be more rigidly enforced. If, however, it shall be decided that the welfare of the Indians as well as the public interests will best be served by opening the surplus lands of these reservations to public settlement, it should be done in good faith under the general land laws of the United States. At 19.

ESTATE OF THE INDIANS.

The principal possession of these "domestic dependent nations," with which this Department has to deal, is the land owned by them. But a number of the tribes have funds invested and other moneys belonging to them, and have also annuities secured to them by treaty stipulations. Estimating the total area of their reservations as given at $1 per acre, the value of the estate owned, held, and occupied by the Indians is, in round numbers, $134,000,000. And to this should be added other invested and uninvested funds amounting to seventeen millions, and other lands, on the market, but not yet sold or paid for, making a total of $152,000,000 in round numbers. This does not include the annuities, which, on account of the uncertainty and indefiniteness of some of them, cannot be accurately calculated beyond each year; nor does it embrace the value of other property in ponies, sheep, cattle, industrial implements, &c. At 24.

I recommend that a portion of every reservation be divided up into separate tracts of suitable size for farms, to

be allotted to each individual as his sole and separate estate...Provision should be made that the Indian accepting a patent for his land shall not thereby forfeit any of this rights as a member of his tribe,nor the protection and benefit which the laws of the United States extend to the Indians generally.

I favor the policy recommended by a predecessor in this office, Secretary Kirkwood, of reducing to proper size the existing reservations, when entirely out of proportion to the number of Indians thereon, with the consent of the Indians, and upon just and fair terms; and second, of placing by patent the titles to these diminished reservations as fully under the protection of the courts as are titles of all others of our people to their lands. The surplus portion cut off should be subject to sale and the proceeds invested for the benefit of the Indians. The execution of it should be cautious and tentative. At 26.

I had scarcely entered upon the duties of this office when I was confronted with grave difficulties and embarrassments, growing out of an order issued by President Arthur on February 27, 1885, restoring to the public domain the greater portion of the lands comprised within the boundaries of the old Winnebago and Crow Creek Reservations. At 30.

By the third article of the treaty of August 11, 1866 (*Ibid.*, 786), the Creeks, for the same purpose, ceded to the United States the west half of their entire domain, which cession passed 3,402,430 acres, at the rate of 30 cents per acre. The two cessions combined aggregated 5,571,410 acres. The Indians have been paid therefor according to agreement. At 32.

He also recommends the compression of Indian reservations and opening the surplus to settlement, and cites the condition of those on the Sisseton Reservation who occupy separate tracts of land and are self-supporting, maintain churches and schools, and live in comfortable houses. At 78.

3A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1886).

A benign policy on the part of the Government toward the Indian race, dictated by a love of humanity, one in which both political parties have fortunately and exceptionally agreed, is a proud national distinction. It speaks well for the great heart of the people which lies back of and behind this Government that they order and command their representatives to foster a policy which alone can save the aborigines from destruction–from being worn away by the attrition of the conflicting elements of Anglo-Saxon civilization. Upon my indiction into office I gave to this line of administration mature reflection, critical research, and extensive consultation, and in my last annual report it was briefly summarized, as follows, and its continuance urged:

...The Government should, however, in order to protect them, retain the right to their lands in trust for twenty-five years or longer, but issue trust patents at once to such Indians as have taken individual holdings. When the Indians have taken their lands in severalty in sufficient quantities (and the number of acres in each holding may and should vary in different localities according to fertility, productiveness, climatic, and other advantages), then having due regard to the immediate and

early future needs of the Indians, the remaining lands of their reservations should be purchased by the Government and opened to homestead entry at 50 or 75 cents per acre. The money paid by the Government for their lands should be held in trust in 5 per cent. bonds, to be invested as Congress may provide, for the education, civilization, and material development and advancement of the red race, reserving for each tribe its own money. At IV.

The practical proposition which it seems to me would be best for these Indians would be to divide their lands in severalty upon the basis I have suggested, or upon some other reasonable basis, and to sell the remainder to actual settlers at a fair and just price. At VIII.

It is alleged that Congress has no power, in view of the treaties with those Indians, to do away with their present form of government and institute in its stead a Territorial government similar to those now existing in the eight organized Territories. . .These Indians have no right to obstruct civilization and commerce and set up an exclusive claim to self-government, establishing a government within a government, and then expect and claim that the United States shall protect them from all harm, while insisting that it shall not be the ultimate judge as to what is best to be done for them in a political point of view. I repeat, to maintain any such view is to acknowledge a foreign sovereignty, with the right of eminent domain, upon American soil—a theory utterly repugnant to the spirit and genius of our laws, and wholly unwarranted by the Constitution of the United States.

Congress and the Executive of the United States are the supreme guardians of these mere wards, and can

administer their affairs as any other guardian can. Of course it must be done in a just and enlightened way. It must be done in a spirit of protection and not of oppression and robbery. Congress can sell their surplus lands and distribute the proceeds equally among the owners for the purposes of civilization and education of their children, and the protection of the infirm, and the establishment of the poor upon homesteads with stock and implements of husbandry. Congress cannot consistently or justly or honestly take their lands from them and give or sell them to others except as above referred to, and for those objects alone. At XI.

During the year 17 certificates of allotments have been issued to the Indians on the Lake Traverse Reservation, under the treaty with the Sisseton and Wahpeton bands of Sioux (15 Stats., 505); At XIX.

The general allotment bill again passed the Senate at the last session, and was favorably reported in the House of Representatives. As there seems to be no substantial opposition to this bill, it is hoped that it will become a law during the coming winter. Its passage will relieve this office of much embarrassment and enable it to make greater progress in the important work of assisting the Indians to become individual owners of the soil by an indefeasible title. At XX.

In December last a bill was introduced in the Senate by Senator Dawes—

To divide a portion of the reservation of the Sioux Nation of Indians in Dakota into separate reserves, and to secure the relinquishment of the Indian title to the remainder.

This bill passed the Senate February 1, 1886, and was favorably reported by the Committee on Indian Affairs in the House of Representatives. It was never referred to this office for report, but in its main features meets with my approval. The rights of the Indians appear to be carefully guarded, and their consent, asprovided in the treaty of 1868, is necessary before the provisions of the bill can be carried into effect.

The Great Sioux Reservation, including Crow Creek, contains an area of 21,593,128 acres; the area of the separate reservations provided for in the bill is estimated at 12,845,521 acres, a reduction of 8,747,606 acres. This reduced area allows very nearly 500 acres for each Indian. The Indians can never make use of the immense tract of land belonging to them, while the proceeds of the sale of nearly nine million acres would create a fund which, judiciously and honestly managed, would forever supply them with the means of education and self-support.

The Sioux are an intelligent people, and the younger element among them is rapidly becoming reconciled to a civilized and industrious mode of life. Their advancement is retarded by the older chiefs, who are opposed to any progress that will lessen their own importance. They also desire to live in idleness on their annuities, rather than to receive them as aids to industry and self-support. If these Indians can be brought to accept the provisions of the Dawes bill, with an ample allowance of land in severalty to each Indian, with a large fund for educational purposes, and for the purchase of cattle and agricultural implements, I see no reason why they should not rapidly advance and ultimately become as contented and prosperous as the white communities around them. I earnestly hope that this

bill will become a law and that the Indians will cheerfully accept its provisions. At XLIII-XLIV.

3B. REPORT OF THE SECRETARY OF THE INTERIOR, VOL. I. (1886).

I wish I could say that the progress in this direction is sufficiently rapid to promise an early accomplishment of the policy of the Government in reference to our Indian population. That policy, as I understand it, is the incorporation of the Indian race into our political and social system as citizens. Before, however, this consummation, which will be the crowning glory of our Government, can be attained, there must be some radical changes in our Indian policy. The present system was, when adopted, admirably adapted to the then existing condition of the Indians, and is yet, so far as is required to keep in order and peace and the greatest practicable comfort a large mass of savage and semi-barbarous population, dependent upon the chase and the bounty of the Government for its subsistence. But this condition it is impossible to continue.

As I stated in my last report, the only alternative now presented to the American Indian race is speedy entrance into the pale of American civilization, or absolute extinction. In order to escape the latter and attain the former, three conditions of preparation are indispensable. The first is to get established in this race the idea and habitude of individual property-holding, thorough reliance upon its inviolability and a perfect sense of security in the enjoyment of its benefits. Second, an education of the entire mass of the youth of this race, embracing a thorough knowledge of the use of the English language in

the daily affairs of life, arithmetic, and the mechanical arts among the males, and among the females the domestic arts in use with that sex. Third, a substitution of the universal operation of law among them in the enforcement of justice and the protection of person and property, and the punishment of crimes for the agencies of force and superstition. At 4.

Notwithstanding the failure of this measure to go through the last session of Congress, the work of locating the Indians on lands in severalty has been and is now being pushed with commendable activity by the Commissioner of Indian Affairs. During the year about eight hundred Indians have received title, as prescribed by treaties, to allotments of land for individual occupancy. Quite a number have taken up homesteads on the public domain under the Indian homestead laws. A large number have been located who have not yet been furnished with a title to their selections. At 5.

The Indians have seen the wide ranges of territory occupied or claimed by them gradually but surely narrowed to smaller limits, until their present reservations in many instances are barely sufficient to afford each member of the tribe an ordinary farm. They see that to resist much if any further will leave them without land and homeless. The desire for individual holding of land is growing. Some of the treaties limit the allotments to very small quantities, in some instances to 20 acres. Where the reservations are sufficient to allow them more, the Indians hesitate or decline to accept title to such small quantities. They realize that they must now, if ever, secure what they consider will be a sufficient quantity of land for themselves and their families, and they are, and have been

for some time past, seeking to have the area of the individual allotments in many of such cases increased. This is notably the case with the Nez Perces on the Lapwai Reservation in Idaho, and Willamettes on the Grand Ronde Reservation, in Oregon. There are other instances.

The two mentioned have been repeatedly brought to the attention of Congress for necessary legislation. Many of the Indians, anticipating that their laudable endeavors and wishes would be appreciated and met by Congress, have gone ahead and selected farms of not exceeding 160 acres; but no evidence of title could be given them by the Department for the lands so selected, in view of the restrictive provisions of the treaties on the subject. If the wisdom of Congress does not soon devise some general law which shall regulate the allotment of lands in severalty to all of the Indians, or declines to pass the bill for the commission just referred to, the necessary legislation to meet the urgent demands of the service in special cases should no longer be delayed. At 6.

NEGOTIATIONS WITH INDIANS

The negotiations authorized by the act approved May 15, 1886, making appropriations for the Indian service, to be made with certain bands or tribes in Minnesota, Northern Dakota, and Montana, concerning their existing treaties and reservations, and with other Indians in Washington and Idaho Territories for their removal to certain designated reservations and cession of certain lands, have been entrusted to a commission appointed during July last, consisting of Hon. John V. Wright, of Tennessee; Bishop Henry B. Whipple, of Minnesota, and C.F. Larrabee, of the Indian Office. At 13.

By Executive order of May 1, 1886, the land embraced within the Columbia Reservation in Washington Territory, except the tracts occupied by and allotted to the Indians thereon, was restored to the public domain, subject to the limitations as to disposition thereof imposed by act approved July 4, 1884 (23 Stats., 79), ratifying the agreement made July 7, 1883, with Chief Moses and other Indians. At 14.

4A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1887).

ALLOTMENT OF LAND IN SEVERALITY.

The general allotment act, the plan of which was first suggested in the annual report of this office for 1878, became a law on the 8th of February last. I have deemed it a matter of public interest and convenient reference to submit in this report not only the full text of the act, which will be found on page 274, but also an abstract of its provisions, which are as follows: after lands have been allotted to all Indians of a tribe (or sooner if the President thinks best), the Secretary of the Interior may negotiate with that tribe for the sale of any of their unallotted lands, such negotiations to be subject to ratificiation by Congress.

In case lands are thus sold, the purchase money to be paid therefor by the United States shall be held in the United States Treasury in trust for that tribe, at 3 per cent. interest, which interest shall be subject to appropriation by Congress for the civilization of said tribe. . .

All lands adapted to agriculture released to the United States by Indian tribes shall be disposed of only to

bona fide settlers, in tracts not exceeding 160 acres (subject to grants which Congress may make in aid of education), and no patents shall issue to any such settler or his heirs for such lands until after five years' continuous occupancy thereof as a homestead, and any conveyance of or lien on said land prior to the issuance of panent thereto shall be null and void. At IV & V.

The President has wisely ordered that allotments be made only on reservations where the Indians are known to be generally favorable to the idea, and the following have thus far been selected: Papago and Pima (Salt river, Arizona; L'Anse and Vieux de Sert, Michigan; Lac Court D'Oreilles, Bad River, Red Cliff, and Lac du Flambeau, Wisconsin; Fon du Lac, Minnesota; Lake Traverse, Devil's Lake, Ponca, and Yankton, Dakota; Nez Perce, Idaho; Crow, Montana; Absentee Shawnee, Pottawatomie, Quapaw, Modoc, Ottawa, Shawnee, Seneca, and Wyandotte, Indian Territory; Winnebago, Nebraska; Siletz, Grande Ronde, and Warm Springs, Oregon; and Muckleshoot, Washington Territory. At VI-VII.

I fail to comprehend the full import of the allotment act if it was not the purpose of the Congress which passed it and of the Executive whose signature made it a law ultimately to dissolve all tribal relations and to place each adult Indian upon the broad platform of American citizenship. Under this act it will be noticed that whenever a tribe of Indians or any member of a tribe accepts lands in severalty the allottee at once, *ipso facto*, becomes a citizen of the United States, endowed with all the civil and political privileges and subject to all the responsibilities and duties of any other citizen of the Republic. This should be a pleasing and encouraging prospect to all Indians who by experience or education have risen to a

plane above that of absolute barbarism. The Indian is not unlike his white brother in moral and intellectual endowments and aspirations. He is proud of his manhood, and when he comes to understand the matter he will cheerfully and proudly accept the responsibilities which belong to civilized manhood. Within a very short time many Indians will be invested with American citizenship, including of course the sacred right of the elective franchise. At VIII-IX.

As events progress, the Indians will gradually cease to be inclosed in reservations; they will mingle with the whites. At XXV.

Brief mention was made in my last annual report of the Commission appointed to negotiate with various tribes and bands of Indians in the State of Minnesota, and the Territories of Dakota, Montana, Idaho, and Washington, and the State of Oregon, under the provisions of the act of May 15, 1886 (24 Stat., p. 44), as follows:

To enable the Secretary of the Interior to negotiate with the several tribes and bands of Chippewa Indians in the State of Minnesota for such modification of existing treaties with said Indians and such change of their reservations as may be deemed desirable by said Indians and the Secretary of the Interior, and as to what sum shall be a just and equitable liquidation of all claims which any of said tribes now have upon the Government; and also to enable said Secretary to negotiate with the various bands or tribes of Indians in northern Montana and at Fort Berthold, in Dakota, for a reduction of their respective reservations, or for removal therefrom to other reservations; and also to enable said Secretary to negotiate

with the upper and middle bands of Spokane Indians and Pen d'Oreille Indians, in Washington and Idaho Territories, for their removal to the Colvill, Jocko, or Coeur d'Alene reservations, with the consent of the Indians on said reservations; and also to enable said Secretary to negotiate with said Indians for the cession of their lands to he United States; and also to enable said Secretary to negotiate with the Coeur d'Alene Indians for the cession of their lands outside the limits of the present Coeur d'Alene reservation to the United States, $15,000, or so much thereof as may be necessary, to be immediately available; but no agreement shall take effect till ratified by Congress. At XXVII-XXVIII.

Briefly stated, the first of these agreements provides for the removal and settlement of the several tribes and bands, parties thereto, upon the White Earth reservation, in the western part of the State, the allotment of lands in severalty to them, and the sale of the abandoned reservations (Leech Lake, Cass Lake, Lake Winnibigoshish, and White Oak Point reservations) for the benefit of said Indians. At XXVIII.

The second agreement was with the Red Lake Indians, whose reservation lies north of White Earth and embraces about 3,200,000 acres, a large portion of which is known to be rich in pine timber. By the terms of their agreement, these Indians cede, relinquish, and convey to the United States, in trust, about 2,000,000 acres of valuable land, part timber and part agricultural, with a view to its being sold for their benefit. . . .

The next Indians visited by the Commission were the Arickarees, Gros Ventres, and Mandans, of the Fort

Berthold agency in Dakota, with whom an agreement was concluded January 11, 1887. By the terms of the agreement, the Indians cede about 1,600,000 acres of their reservation for the sum of $800,000, payable in ten yearly installments of $80,000 each; the money to be expended in the civilization and education of the Indians, and in establishing them in comfortable homes as an agricultural people. The agreement also provides for the allotment of lands in severalty to said Indians within the diminished reservation . . . .

The Indians in northern Montana, belonging to the Fort Peck, Fort Belknap, and Blackfeet agencies, were the next visited by the Commission. These Indians occupy a reservation estimated to contain 33,830 square miles, or 21,651,000 acres. The agreement entered into with them provides for the cession to the United States of about 17,500,000 acres, and leaves three separate reservations of sufficient area, it is believed, to meet all their present and prospective wants. . . . At XXIX.

The compensation agreed upon for the cession of their surplus lands is as follows: For the Indians of the Fort Peck agency, $165,000 annually for ten years, and for the Indians of the Fort Belknap and Blackfeet agencies, $115,000 and $150,000, respectively, annually for the same period, the money to be expended in the purchase of cows, bulls, and other stock, goods, clothing, subsistence, agricultural and mechanical implements, etc., and in such other manner as shall best promote their civilization and future well-being. At XXX.

The next duty to engage the attention of the Commission was the required negotiations with the Upper

and Middle bands of Spokane and Pen d'Oreille Indians, in Washington and Idaho Territories, for their removal to the Colville, Jocko, or Coeur d'Alene reservations, and for the cession of their lands to the United States—lands claimed to have been taken from them in times past, without their consent and without compensation—and also with the Coeur d'Alene Indians for the cession of certain lands claimed by them outside the limits of their present reservation.

As the result of the negotiations had with said Indians, the Upper and Middle bands of Spokane Indians agreed to relinquish to the United States any right, title, or claim they now have, or ever had to lands in Idaho and Washington Territories, and to remove to the Coeur d'Alene reservations in the former Territory.

The Pend d'Oreille or Calispel Indians, by the terms of the agreement made with them, relinquish all claims to lands in Washington and Idaho Territories . . . .

The Coeur d'Alene Indians residing upon the Coeur d'Alene reservation relinquish to the United States all right, title, and claim which they now have, or ever had, to lands in Washington, Idaho, and Montana Territories, or elsewhere. . . It is provided in the agreement entered into with them that the Coeur d'Alene reservation shall be forever held as the home of said Indians, and that no part thereof shall ever be sold, opened to white settlement, or otherwise disposed of without their consent. At XXXI-XXXII.

. . .I take it that neither the executive nor legislative department of the Government will be likely to favor a

change in the policy of allotments so wisely conceived and which has been so auspiciously begun.

Even if no statutory result shall immediately follow from the recommendations of the Commission, I feel justified in believing that great good has resulted already from its labors in removing the prejudices of the Indians and inspiring them with greater confidence in the friendly protection of the Government, and in breaking down the barriers of their opposition to the new policy inaugurated, which is to lead them from the long, dark night of savage vassalage to the glorious light of liberty, peace, and civilization. At XXXII.

The Commission– Messrs. Stanton, Willard, and Gordon–appointed to select a diminished reservation for the confederated bands of Cayuse, Walla-Walla, and Umatilla Indians, under the first section of the act of March 3, 1885 (Stat. 23, 341), rendered their final report under date of June 30, 1887. At XXXII.

In selecting the diminished reservation the Commissioners deferred as far as possible to the expressed wish of the Indians that the new or diminished reservation should embrace the lands upon which the three bands were then residing, at the same time endeavoring to lay it out in as compact form as possible. At best a few Indians had to be left outside of the boundary lines. This could not well be avoided because of the general desire on the part of the Indians that the lands on that part of the reservation where the scattered few were located should be sold under the provisions of the act. The area of the diminished reservation is 119,864 acres, which is within a few acres of the limit prescribed in the act, viz, 120,000

acres.

Before the allotments can be made the diminished reservation must be surveyed, or so much thereof as shall be required for allotments, and the surveys approved. These surveys are now in progress, not only within the diminished reservation, but upon the surplus lands to be appraised and sold under section 2 of the act, and a commission has been appointed to make the allotments as well as the appraisement. They will be ordered to this duty as soon as the required surveys shall have been completed and approved. At XXXIII.

In the way of cash payments to Indians there has been disbursed during the past year a little over $592,000. This includes annuity or treaty money, interest on trust funds, proceeds of sales of Indian lands, and the Ute gratuity of $1,216.04. At. XLIV.

SURPLUS LANDS IN THE INDIAN TERRITORY.

Since the submission of my last report nothing has taken place to change materially the status of the question then discussed as to what shall be done with the surplus lands in the Indian Territory. . . .

Recognizing the great interest felt upon this subject, when I came into office I ventured to offer the following ideas thereon by way of suggestion rather than positive recommendation:

If certain areas of that Territory are not to be held in trust by the United States for the future settlement of friendly Indians, then the policy of removing eastward the

Cheyennes and Arapahoes, the Wichitas and the Kiowas and Comanches, is presented for consideration. If any part of the Indian Territory is to be opened to homestead entry and settlement, it should be the western part, running a line north and south through the Territory, and removing all Indians west of that line to lands lying east of said line. Thus the Indians would be upon lands better adapted to their support, and they would also be adjacent to each other and in a more compact form.

As Congress took no action, but continued to agitate the subject, and as the public discussion of it grew in interest throughout the country, I considered it my duty to refer to the subject again, and did so in my report for 1886, from which I make the following extracts:

The vast surplusage of land in the Indian Territory, much of it, too, not surpassed anywhere for fertility and versatility of production, which can never be utilized by the Indians now within its borders nor by their descendants (for it is not probably that there will be any material increase in numbers of Indian population), must sooner or later be disposed of by Congress some way or other. At LVI.

As the question still remains undecided before Congress and the country, and more than ever increases in interest, I have repeated herewith views indicated in my former reports; and I again offer the recommendation that Congress authorize the Department to appoint a commission which shall visit the tribes now living west of 98°, and ascertain their views on the question of removal to other suitable lands in the Indian Territory east of that meridian. At LVIII.

A portion of the lands set apart to the Pawnees as a reservation, under the act of April 19, 1876 (19 Stats., 28), comprising 53,005.96 acres, was ceded to the United States by the Creeks by the third article of the treaty of June 14, 1866 (14 Stats., 785). Full payment for this land at 30 cents per acre has been made to the Government from the proceeds of the sale of the Pawnee reservation in Nebraska, but a proper title thereto has not been given the Pawnees. Under the provisions of the act of March 3, 1883 (22 Stats., 603), the Cherokee Nation executed a deed conveying that portion of the Pawnee reservation lying within the Cherokee country to the United States in trust for the use and benefit of the Pawnee tribe. These Indians now desire, and I think they should have, title to that portion of their reservation which lies within the ceded Creek country, and I shall take occasion to make a special report on the subject with a view to obtaining the necessary legislation. At LXIV.

In the settlement of the controversy between the States of New York and Massachusetts respecting the title to the western part of the former State, comprising what was known as the Genesee country, the State of New York ceded to the Commonwealth of Massachusetts the right of pre-emption of the soil from the native Indians and all other right, title, and property (the right and title of government, sovereignty, and jurisdiction excepted) which the said State of New York had in and to the described lands. Massachusetts subsequently transferred her title to Robert Morris and others, their successors and grantees being now known as the Ogden Land Company. At LXXV.

In 1871 the outboundaries of this reservation were surveyed, since which time a dispute has existed between

the white settlers and cattlemen in the vicinity and the Indians, the latter claiming that the eastern boundary was located too far west, thus depriving them of a large tract of country given them by treaty, and the former claiming that the eastern boundary included a large tract of country properly belonging to the public domain. At LXXVIII.

4B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 50TH CONG., 1ST SESS. (1887-1888).

And I can only reiterate the conviction expressed in former reports, that the Indian race has reached a crisis in its history. Surrounded on all sides by the forces of civilization; all the reservations closed in and pressed upon by ever-increasing masses of population, made up of impetuous, daring, and aggressive settlers, miners, ranchmen, and traders; with no possibility of removal to other reservations or of escape into mountain fastnesses, the only alternative presented to the Indian race is absolute extinction or a quick entrance into the pale of American civilization. At 25.

The most important measure of legislation ever enacted in this country affecting our Indian affairs is the general allotment law of February 8, 1887. By this law every Indian, of whatever age, may secure title to a farm, enjoy the protection and benefits of the law, both civil and criminal, of the State or Territory in which he may reside, and be subject to the restraints of those laws. It goes still further. Under it the Indian, in accepting the patent for his individual holding of land, takes with it the title to a higher estate, that of a citizen of the United States, entitled to all the privileges and immunities of such citizenship, and yet invested with all the lawful

responsibilities of that position.

The statute is practically a general naturalization law for the American Indian, except that it is provided therein that its provisions shall not extend to the territory occupied by the five civilized tribes and some other advanced communities of Indians. In every other respect the door has been opened through which every individual Indian by proper effort may pass from the savage life to the enjoyment of the fruits and privileges of civilization. The first effect of this law is to clear away the legal obstructions which have heretofore hindered the progress of many of the tribes. At 25-26.

The argument that this legislation or the measures adopted under it should be postponed until the race by gradual process is morally and intellectually adapted to the condition of civilized society is conclusively answered by the fact that a century of effort to so adapt them has produced nothing in that direction which promises any such fitness within a century to come. The exigencies of the age will not await another century or even a quarter of a century of such expenditure of effort and time with such incommensurate results. At 26-27.

Under the direction of the President the Department has begun the work of making allotments to such of the following designated Indians as are found competent, ready, and willing to take lands in severalty, viz: To the Indians of the Sioux tribe occupying the Yankton and Lake Traverse Reservation,, in Dakota Territory, containing, respectively, 1,776 and 1,496 Indians; to the Winnebagos, 1,222 in number, on their reservation in Nebraska; to the Pottawatomies, 306, and to the Absentee

Shawnees, about 775, all on the reservation in the Indian Territory; to the Crows, numbering about 3,000, on their own reservation in Montana Territory; and to the Indians of eighteen different bands, numbering in all 612, occupying the Siletz Reservation in Oregon. At 27.

The authority of the President has also been given for making allotments to the Indians on the following-named reservation: The L'Anse and Vieux de Sert and the Ontonagon Reservations in Michigan; the Bad River, Lac de Flambeau, Lac Court Oreilles, Red Cliff, and Fond du Lac Reservations in Minnesota, all occupied by bands of Chippewa Indians of Lake Superior; the Oneida Reservation in Wisconsin; the Devil's Lake (Sioux) and the Ponca Reservations in Dakota; the Quapaw, Shawnee, Seneca, Wyandotte, Ottawa, and Modoc Reservations in the Indian Territory, all under the supervision of the Quapaw Agency; the Kiowa, Comanche, and Wichita Reservation in Indian Territory; the Jicarilla Apache Reservations in New Mexico; the San Xavier (Papago) and Salt River Reservations in Arizona, under charge of the Pima and Maricopa Agency; the Lapwai Reservation occupied by Nez Perce Indians in Idaho Territory, and the Muckleshoot Reservation in Washington Territory. At 27-28.

NEGOTIATIONS WITH INDIANS

Agreements were also negotiated by the Commission with the Indians belonging to the Fort Peck, the Fort Belknap, and the Blackfeet Agencies, in Northern Montana, for cession of about 17,500,000 acres of territory, leaving about 4,151,000 acres to be divided into three separate reservations of sufficient area to meet the

wants of the Indians now inhabiting that portion of the large reservation in Northern Montana. The compensation agreed upon for the land proposed to be ceded by this agreement is $4,3000,000. . . .

The Commission also negotiated agreements with the Upper and Middle bands of Spokane and the Pend d'Oreilles Indians, in Washington Territory, with the Coeur d'Alene Indians, the Flathead, Pend d'Oreilles, and Kootenai Indians, occupying the Jocko Reservation in Montana. . . .

As a summary of the labors of the Commission it is estimated that the agreements negotiated provide for cession to the United States by the Indians of nearly 22,000,000 acres of territory, besides the surrender by certain tribes of claims to large areas of territory, the quantities and limits of which are rather indefinite, and undefined. For the lands ceded and the claims covered by the negotiations, the total money obligation involved amounts to about $5,300,000. This includes the claims of Indians growing out of construction of dams and reservoirs at headwaters of the Mississippi River.

The provision of law under which the work of the Commission has been prosecuted designates the Indians with whom the negotiations were to be conducted; and it also provides that "no agreement madeshall take effect until ratified by Congress." Such of them as have not already been laid before Congress will receive early consideration and be presented for submission to that body. At 38-39.

The Commission appointed under the act of March 3, 1885, for the purposes therein required, has made its

report, showing that the Umatilla, Walla Walla, and Cayuse Indians of Oregon have consented to the provisions of the law for diminishing the area of their reservation, taking lands in severalty, and for sale of their surplus lands for their benefit. . . .

They determined and set apart a diminished reservation embracing an area of 119,864 acres, for agricultural, pasture, timber, and school-farm lands for the Indians. At 39.

5A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1888).

On the Lake Traverse Reservation (Sisseton Agency) in Dakota, all the Indians entitled thereto have received allotments, except some 25, and most of these have selected their tracts and will soon receive their allotments. The schedules of allotments already made were certified to by this office on May 10, 1888. They were transmitted to the Secretary and by him approved, and the Commissioner of the General Land Office was directed to cause patents to issue to the allottees, as provided in the fifth section of the severalty act. There remains on the reservation 788,900 acres of unallotted lands, of which surplus the Indians desire to dispose of some portion, and it would doubtless be greatly to their advantage to do so; but no funds are available to defray the necessary expenses of negotiations with them for this purpose.

The coming on of the winter of 1887-'88 necessitated the discontinuance of allotment work on the Siletz, Yankton, Crow, and Winnebago Reservations, and for want of funds it could not be resumed in the spring. Work

was discontinued on the Absentee Shawnee and Pottawatomie Reservations on the 3d of April last, and for the same reason has not been resumed. At XXXVII.

On the Sisseton Reservation only have allotments been practically completed. . . .

Progress of allotment work elsewhere has been slow, owing to the time required to make surveys preliminary to allotting, and the late date at which the appropriation bill passed.

Considerable opposition to the allotment policy has been developed from two sources. Those who believe in the wisdom of tribal ownership, and in the policy of continuing the Indian in his aboriginal customs, habits, and independence, oppose it because it will eventually dissolve his tribal relations and cause his absorption into the body politic. On the other hand, those who expected that the severalty act would immediately open to public settlement long-coveted Indian lands, oppose it because they have learned that these expectations will not be realized. At XXXVIII.

The authority under which, for the past five or six winters, these Indians have cut and marketed their dead-and-down timber has been granted each year by the Department, on recommendation of this office, said recommendation being based on a decision rendered May 19, 1882, by Hon. H.M. Teller, then Secretary of the Interior, in regard to the right of the Sisseton Agency Indians to market such timber from their reservation in Dakota. The decision was as follows:

Sir: I have your letter of the 18th ultimo, asking that I approve of the application of Agent Crissey, of the Sisseton Agency, to allow the Indians on that reservation to cut dead and fallen timber and to sell the same. The Indians of that agency hold their reservation by virtue of a treaty made with the United States in 1867. It is recited in the treaty that, in consideration of certain cessions made by the Indians to the United States and the faithful conduct of the Indians, the Government set apart the reservation for the use of said Indians as a permanent home. It is not claimed, however, that these Indians hold by other and different title from other Indians who occupy their reservations by treaty stipulations.

The fee to the reservation is in the Government, and the right of the Indians to the occupation thereof is as unquestioned as the right of the Government to the fee. In such occupation they can not be disturbed by the Government, save through its legislative department; and it ought not to be supposed that such occupation will be interfered with without the consent of the Indians, unless, by misconduct on their part, the right to occupy should be lost. At XLIII-XLIV.

Lake Traverse Reserve, Dakota. The draught of a bill to ratify an agreement finally concluded with the Sisseton and Wahpeton bands of Sioux on December 8, 1884, granting a right of way for the Chicago, Milwaukee and Saint Paul Railway through their reserve, was again submitted to the Department for transmission to Congress November 29, 1887, and is pending before both houses (S 2218; H.R. 8561). By the terms of the agreement the Indians were to receive from the railroad, for the lands surrendered by them for the right of way, $2,668.24, being

at the rate of $1.75 per acre. In 1880, when the construction of the railroad through the reservation was commenced, a payment of $2,402,13 was made by said company and was placed in the United States Treasury to the official credit of the Commissioner of Indian Affairs. A further sum of $266,11 remains to be paid by the company. This fund draws no interest, and the Commissioner can not apply the same for the benefit of the Sioux, to whom it belongs, until Congress shall have ratified the agreement.

The railroad has long since been constructed and is in active operation on the reservation. It therefore seems to be a reasonable suggestion that ratification of the agreement should be delayed no longer. At li.

The bands of Sioux who are located in the vicinity of and belong to the Rosebud, Pine Ridge, Crow Creek and Lower Brule, Cheyenne River, and Standing Rock Agencies, all located upon what is called the "Great Sioux Reservation in South Dakota," have joint undivided occupancy in that reservation. The Santee Sioux in Nebraska and at Flandreau, Dak., were also parties to the treaty of 1868 by which the Sioux Reserve was set apart, and they too have been considered to have proprietary rights in that reserve.

An act "to divide a portion of the reservation of the Sioux Nation of Indians in Dakota into separate reservations and to secure the relinquishment of the Indian title to the remainder" was approved April 30, 1888. The main provisions of this act are as follows:

It proposed to set off from the Sioux Reserve five

separate reservations for the Rosebud, Pine Ridge, Lower Brule, Cheyenne River, and Standing Rock Indians, respectively, and to reduce the Crow Creek Reserve (which is separated from the Sioux Reserve by the Missouri River), and to restore the remaining lands of these two reservations to the public domain. By the boundaries proposed the lands restored would amount to over 11,000,000 acres and the lands retained to a little less than 11,000,000 acres.

The Indians were to have lands allotted to them in severalty and to receive patents therefor.

The lands restored to the public domain were to be sold to settlers under the provisions of the homestead acts for 50 cents per acre, but $1.50 was to be paid for lands entered for town-site purposes.

In compensation for the lands ceded by the Indians it was proposed that they should receive:. . .(b.) Any balance that might remain from the proceeds of the sales of ceded lands, after deducting from such proceeds the expense of surveying and selling the lands, the expense of allotting and patenting lands to the Indians, the cost of school buildings, stock, agricultural implements, seed, etc., furnished the Indians, and the $1,000,000 fund.

The act further provided as follows:

This act shall take effect only upon the acceptance thereof and consent thereto by the different bands of the Sioux Nation of Indians, in manner and form prescribed by the twelfth article of the said treaty between the United States and said Indians, concluded April 29, 1868,

which said acceptance and consent shall be made known by proclamation thereof by the President of the United States, upon satisfactory proof presented to him that the same has been obtained in the manner and form required by said twelfth article of said treaty, which proof shall be presented to him within one year from the passage of this act, and upon failure of such proof and proclamation this act becomes of no effect and null and void.

The provision of the Sioux treaty referred to is as follows:

No treaty for the cession of any portion or part of the reservation herein described, which may be held in common, shall be of any validity or force as against the said Indians, unless executed and signed by at least three-fourths of all the adult male Indians occupying or interested in the same. At lxxiii-lxxiv.

The Indian has indeed begun to change with the changing times. He is commencing to appreciate the fact that he must become civilized—must, as he expresses it, "learn the white man's way"—or perish from the face of the earth. He can not sweep back with a broom the flowing tide. The forests in to which he ran whooping from the door of "William and Mary" have been felled. The game on which he lived has disappeared. The war-path has been obliterated. He is hemmed in on all sides by white population. The railroad refuses to be excluded from his reservation—that hot-bed of barbarism, in which many noxious social and political weeds grow rankly. At lxxxviii.

And the Indian should be taught not only how to work, but also that it is his duty to work; for the degrading

communism of the tribal-reservation system gives to the individual no incentive to labor, but puts a premium upon his idleness and makes it fashionable. Under this system, the laziest man owns as much as the most industrious man, and neither can say of all theacres occupied by the tribe, "This is mine." The Indian must, therefore, be taught how to labor; and, that labor may be made ncessary to his well-being, he must be taken out of the reservation through the door of the general allotment act. . . .

The Government must then, in duty to the public, compel the Indian to come out of his isolation into the civilized way that he does not desire to enter–into citizenship–into assimilation with the masses of the Republic– into the path of national duty; and in passing along that path he will find not only pleasure in personal independence and delight in individual effort in his own interest, but also the consummation of that patriotic enjoyment which is always to be found in the exercise of the high privilege of contributing to the general welfare. At lxxxvix.

5B. REPORT OF THE SECRETARY OF THE INTERIOR (1888). H. EXEC. DOC. 50TH CONG., 2d SESS. (1888-89) Vol. 10.

The policy of the Government, for some time past consistently pursued by the course of legislation and administration, has wholly broken up the tribal system of government among several of the tribes and bands, and with others has weakened it to a stage of disintegration. The obstructive influence of chiefs and head men to civilized methods has been largely diminished by no longer making agreements or conventions with them alone, but

after soliciting the views of all adult males, by determining according to the voice of a majority or a greater number; by no longer issuing rations to the chiefs and heads of bands for distribution by them, but, instead, to heads of families, and, where expedient to so limit it, to the able-bodied adult males for services performed; and by permitting individuals to leave their reservations and take homesteads upon the public domain without prejudice to their rights in tribal annuities, funds, lands or property. At XXIX.

A beginning has already been made upon another line of policy, from which much appears justifiably to be hoped–the complete dispersion of the tribes and bands by the establishment of individuals as landowners, and the investment of them with the dignity, rights, andprivileges of citizenship in the State and nation. At another point I will exhibit what has been accomplished during the past year in the prosecution of this policy. At XXXI.

INDIAN COUNTRY.

The entire extent of territory now in a state of reservation for Indian purposes, including all portions of the Indian Territory, whether in fact occupied or unoccupied by Indians, is 112, 413,440 acres; being equivalent to an average of 456 acres for each Indian, computed on the last reported number of the total population, including those estimated as outside the reservations. Of this area, about $81,020,129 acres are within the scope of the general allotment law of 1887, and afford an average for the population residing upon such lands, amounting to 173,985, of about 465 acres to each. It will be seen that, by the execution of the general

allotment law and breaking up of the reservations, a wide area of the public domain will be opened to settlement. At XXXIV.

The work of allotting lands in severalty to Indians which was begun, under the provisions of the act of February 3, 1887 (24 Stats., 388), on seven reservations, the Yankton and Lake Traverse Reservations in Dakota Territory, the Winnebago Reservation in Nebraska, the Pottawatomie Reservation in the Indian Territory, the Crow Reservation in Montana, the Fond du Lac Reservation in Minnesota, and the Siletz Reservation in Oregon, was suspended early in 1888, because the funds appropriated for employment of the special agents, and for other expenses incident thereto had been exhausted.

On the Lake Traverse Reservation the field work had been completed, allotments were made to each Indian belonging thereon, and the schedules of the allotments were presented to this Department for approval and for instructions for patents to be issued to the allottees. Upon consideration of the subject, it was found that four patents for lands heretofore issued to Indians under the provisions of the treaty of February 19, 1867 (15 Stats., 505), had been placed in the hands of the officers engaged in allotting lands by the patentees, with their indorsements thereon, purporting to relinquish to the United States their title to the lands conveyed thereby. This was done in three of the cases for the reason that the patents did not convey to the holders thereof the lands selected and on which they have resided and made improvements, and in the other case because the patented land was found not to be good farm land, and therefore another allotment was desired of lands more useful and suitable for farming purposes.

Having no authority to accept the surrender of these patents and cancel them, the matter was, on June 7, 1888, presented to Congress for appropriate legislation, and an act was passed covering these particular cases, and also granting general authority in similar cases that may arise in the progress of the allotment of lands under the general law. Under this act the Department has since approved the allotments made upon the Lake Traverse Reservation, and patents will soon issue to the Indians for their allotments. At XXXIX.

The Indians occupying the reservations where the work of allotting lands is in progress are, and have been for some time past, as fully prepared to take this important step for their advancement in civilization as they would, under their existing circumstances, likely be for some years to come. Some other tribes or bands are as well fitted and qualified, and are willing to take allotments, and some of these are represented as impatient to secure them. The delay, in most instances, is cause by the time consumed in making the necessary surveys. The work of allotment should go forward as rapidly as the necessary conditions are met, and in all cases where the circumstances of the Indians are suited to it. At XL.

THE GREAT SIOUX RESERVATION

By the treaty of 1868 with various bands and tribes of the Sioux nation of Indians—a treaty which, in all the circumstances of its negotiation, as the final composition of bloody disturbances of long continuance urged on the part of the Government by citizens and officers of the Army of the first rank and character, as well as by unusually solemn and particular expressions of

engagement, is pecularily stamped with the obligation of observance by the United States–a reservation of very large extent, then comprehending the most of the Territory of Dakota lying west of the Missouri, was established to be a perpetual home for these people, with specific guaranty on the part of the Government that no white man should be allowed to enter it, to pass through it or across it, without the consent of the Indians first had and obtained; and with the further clause in the twelfth article that–

No treaty for the cession of any portion or part of the reservation herein described which may be held in common shall be of any validity or force as against the said Indians, unless executed and signed by at least three-fourths of all the adult male Indians occupying or interested in the same.

In 1876 an agreement was made by which the Sioux relinquished a portion of this reservation, embracing the Black Hills country and some territory to the northward, and that agreement was ratified by Congress, although it does not appear to have received the consent, by signature, of three-fourths of the Indians as required under the treaty of 1868. The reservation as so reduced, however, contains a little more than 22,000,000 acres, and there is now upon it a population exceeding 23,000 Indian people, who are rationed and governed through five agencies provided by law and located upon the reserved territory.

The act of the present Congress, approved on the 30th of April, 1888, contains elaborate provisions, the general purposes of which are to reduce the reserved area into six separate reservations and cede the remainder,

above 11,000,000 acres, to the Government; to open the ceded portion to homestead settlement, except so far as shall be necessary for the uses of two railroad companies who have made agreements with the Sioux heretofore for rights of way and station-grounds; to collect from homesteaders upon making final proof, for the use of the Indians, fifty cents per acre of the lands homesteaded, to apply the proceeds to the education and civilization of the Indians, and facilitate the allotment of the separate reservations in severalty and their establishment in independence thereon, extensive advancements being, in the mean time, authorized for these purposes; and to so administer their affairs that, in the end, the people of this nation may be reclaimed from barbarism and established in citizenship. At LVI.

As has been said, the price proposed seemed inadmissible. It would require for no more land than is now desired to be ceded the payment of nearly as much money as was paid to France for the entire territory of Louisiana, merely to extinguish the Indian right of occupancy, the fee being, according to our theory, already in the Government. It would, besides, fix a probably minimum, at least, for the several millions of acres which must, at a later period, after allotments in severalty have been perfected and their improved condition thereunder shall warrant it, be further purchased and opened to settlement. At 64.

...The policy of Congress is wisely declared by the act to require the disposition of these lands only to homestead settlers, to be paid for after the full period of five years' residence and improvement, which now entitles homesteaders upon the public domain elsewhere to a

patent without price. At 65.

The other features of the proposed amendments require no further explanation of the reasons for making them than is suggested by their reading, to one who is acquainted with the circumstances.

Attention is invited to the interesting information and full presentment of the various aspects of the problem of opening this reservation in the elaborate report of the Commission, which is appended hereto. It appears satisfactorily that, restricted to the sole means of argument and explanation, their full duty was done in their submission of the act. At LXVI.

AGREEMENTS NEGOTIATED WITH INDIANS IN THE STATE OF MINNESOTA AND IN DAKOTA, MONTANA, IDAHO, AND WASHINGTON TERRITORIES.

The agreement entered into with the Gros Ventre, Piegan, Blood, Blackfeet, and River Crow Indians in Montana, for dividing a portion of their reservation into three separate reservations for the use and occupation of the Indians belonging respectively to the Fort Peck Agency, the Fort Belknap Agency, and the Blackfeet Agency, and for relinquishment of the Indian title to the remainder, was ratified by act of Congress approved May 1, 1888. The result of this agreement is the extinquishment of theIndian title to a vast area of country, estimated at about 17,500,000 acres, for a compensation of $4,300,000, to be expended in ten annual installments for the benefit of the Indians, apportioned according to the terms of the agreement to those on the several diminished tracts, reserved for their use, which embrace an

aggregate of about 4,151,000 acres.

These Indians for whom appropriations have heretofore been made for their support, as a gratuity from the Government, will now receive the benefits of such appropriations made as payment of consideration money for the portion of their territory ceded by the agreement. At LXVII.

The agreement negotiated with the Arickaree, Gros Ventre, and Mandan Indians occupying the Fort Berthold Reservation in Dakota was presented to Congress by the President on January 17, 1887 (see Senate Ex. Doc. No. 30, Forty-ninth Congress, second sess), and a bill (S. 1950) ratifying it passed the Senate of the Fiftieth Congress, but has not yet become a law. By the terms of this agreement the Indians cede all that portion of the reservation "lying north of the forty-eighth parallel of north latitude and also all that portion lying west of a north and south line 6 miles west of the most westerly point of the big bend of the Missouri River, south of the forty-eighth parallel of north latitude."

This proposed cession is unsurveyed, but is represented to contain from 1,600,000 to 1,950,000 acres, for which the Indians are to receive the sum of $800,000, payable in ten yearly installments of $80,000 each, to be expended for their civilization and education and in establishing them in comfortable homes as an agricultural people upon the proposed diminished reservation containing 1,000,000 acres, more or less.

Upper and Middle bands of Spokane Indians.—The Upper and Middle bands of Spokane Indians cede all their

right, title, and claim to any and all lands lying outside of the Indian reservations in Washington and Idaho Territories, . . . at LXVIII.

Coeur d'Alene Indians.– The Coeur d'Alene Indians cede all their right, title, and claim to all lands in the Territories of Washington, Idaho, and Montana and elsewhere, . . .

Lower Pend d'Oreille or Calispel Indians.– The Lower Pend d'Oreille or Calispel Indians agree to remove to and settle upon lands within the Jocko Reservation in Montana, and relinquish all their right, title, or claim to all lands in the Territories of Idaho or Washington or elsewhere,. . . at LXIX.

And that this will remain so for many years to come is apparent, when it is considered that in addition to 22,000,000 acres of vacant public land open tosettlement there are 27,000,000 acres of land in Dakota within the reservations of the Indian tribes, which will sooner or later be opened. At CXXII.

6A. 58TH ANNUAL REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS TO THE SECRETARY OF THE INTERIOR (1889).

Unexpectedly called to this responsible position, I entered upon the discharge of its duties with a few simple, well-defined, and strongly-cherished convictions:

First.– The anomalous position heretofore occupied by the Indians in this country can not much longer be maintained. The reservation system belongs to a "vanishing

state of things" and must soon cease to exist.

Fourth.– The Indians must conform to "the white man's ways," peaceably if they will, forcibly if they must. They must adjust themselves to their environment, and conform their mode of living substantially to our civilization. This civilization may not be the best possible, but it is the best the Indians can get. They can not escape it, and must either conform to it or be crushed by it. At 3.

The young Indians should receive a thorough education to fit them for maintaining themselves, and then should be free to seek a home for themselves anywhere they please. There is no more reason for compelling self-reliant Indian boys and girls to return against their will to an Indian reservation than there is of forcibly sending white boys and girls thither. This whole reservation system is an abomination that should cease to exist. At 8.

During the year 1,341 patents have been issued to the Indians of the Lake Traverse Reservation in Dakota, which will be delivered at an early day. The allotment of lands on this reservation having been practically completed, recommendation was made June 21, 1889, that an officer or officers be designated to negotiate for the relinquishment of such portion of the surplus lands as the Indians might be willing to cede, and instructions for the guidance of such commission have been prepared and submitted for your approval. At 16.

An Indian reservation is the common property of the tribe by which it is owned, or for whose use it is assigned. At 17.

COMMISSIONS AUTHORIZED BY ACTS OF LAST CONGRESS, ETC.

Chippewa Indians.—By act of January 14, 1889 (25 Stat., 642), Congress authorized and directed the appointment of three commissioners, one of whom should be a citizen of the State of Minnesota, to negotiate with all the different bands or tribes of Chippewa Indians in the State of Minnesota for a "complete cession and relinquishment in writing of all their title and interest in and to all the reservations of said Indians in the State of Minnesota, except the White Earth and Red Lake Reservations, and to all and so much of these reservations as in the judgment of said Commission is not required to make and fill the allotments required by this and existing acts," etc. At 19.

Sioux in Dakota.— By section 29 of an act approved March 2, 1889 (25 Stat., 899), "to divide a portion of the reservation of the Sioux Nation of Indians in Dakota into separate reservations, and to secure the relinquishment of the Indian title to the remainder, and for other purposes," it is provided—. . .

The President of the United States is hereby authorized and empowered to appoint three commissioners for the purpose of entering into negotiations and agreements with the Sioux Indians occupying the Great Sioux Reservation in Dakota for a full and complete cession and relinquishment to the United States of a portion of their reservation, and to divide the remainder into separate reservations, and such agreements, when made, to be by them submitted to the first session Fifty-first Congress for ratification, and to carry out this

provision the sum of twenty-five thousand dollars, or so much thereof as may be found necessary, to be expended under the direction of the Secretary of the Interior, is hereby appropriated, this amount to be immediately available: *Provided*, That the pay of such commissioners shall not exceed ten dollars per day exclusive of traveling expenses.

Under this latter provision of law, Hon. Charles Foster, of Fostoria, Ohio, Hon. William Warner, of Kansas City, Mo., and Maj. Gen. George Crook, U.S. Army, were appointed by the President a commission to negotiate with the Sioux for the purpose therein provided.

The instructions for this commission were prepared in this Office, and, after they had been approved by the Secretary of the Interior, were transmitted to the said commission, which entered upon its duties in the latter part of May last.

The commissioners have been successful in negotiating an agreement whereby the Indians relinquish their title to a large portion of the great Sioux Reservation, but the report of the result of their labors has not been received in this office.

Coeur d'Alene Reservation.—The fourth section of the Indian appropriation act of March 2, 1889 (25 Stat., 1002), provides as follows:

That the Secretary of the Interior be, and he is hereby, authorized and directed to negotiate with the Coeur d'Alene tribe of Indians for the purhase and release by said tribe of such portions of its reservation not

agricultural, and valuable chiefly for minerals and timber, as such tribe shall consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress, and for the purpose of such negotiation the sum of two thousand dollars, or so much thereof as may be necessary, is hereby appropriated out of any money in the Treasury not otherwise appropriated, the action of the Secretary of the Interior hereunder to be reported to Congress at the earliest practicable time. . . .

Councils with the Indians were held in August last and as a result of the negotiations an agreement was concludedon the 9th day of September following, whereby the Indians agreed to sell a considerable portion of their reservation (in the northern part), valuable chiefly for minerals and timber, and embracing by far the greater portion of the navigable waters of the reservation. . . .

Indian Territory.—In accordance with the provisions of section 14 of the Indian appropriation act of March 2, 1889 (25 Stat., 1005), Hon. Lucius Fairchild, Hon. J.R. Hartranft, and A.H. Wilson, esq., were appointed by the President a commission to "negotiate with the Cherokee Indians, and with all other Indians owning or claiming lands lying west of the ninety-sixth degree of longitude in the Indian Territory, for the cession to the United States of all their title, claim, or interest of every kind or character in and to said lands."

Upon the receipt of its instructions this commission proceeded to the Indian Territory, and in a letter of

August 2, 1889, to Hon. J.B. Mayes, principal chief Cherokee Nation, submitted the proposition authorized by the act "that the said nation shall cede to the United States, in the manner and with the effect aforesaid, all the rights of said nation" in the lands of that nation lying west of the ninety-sixth degree of longitude in the Indian Territory, and known as the Cherokee Outlet "upon the same terms as to payment as is provided in the agreement made with the Creek Indians, of date January 19, 1889." At 20-22.

Under this authority a commission, composed of Hon. J. M. Smith, of Wisconsin, R.B. Weaver, esq., of Arkansas, and Rev. Thos. S. Childs, of the District of Columbia, was appointed to negotiate with the Southern Utes. As the result of their labors an agreement was concluded on the 13th day of November, 1888, whereby said Indians cede to the United States all their right, title, and interest, in and to the Southern Ute Reservation, in the State of Colorado, and any lands elsewhere owned or claimed by them, and agree to remove to a reservation in the southeast corner of Utah. . .at 76.

For and in consideration of the cession of their reservation in Colorado, and the relinquishment of any claims they may have to lands elsewhere, and their promise to remove to the new reservation provided for them in Utah,. . .at 77.

Under date of March 22, 1889, this office submitted to the Department the recommendation that a United States Indian inspector be sent to the Lemhi Agency, in Idaho, to negotiate with those Indians for the surrender of their reservation, and their consequent removal to the Fort

Hall Reservation, as provided in the act of Congress approved February 23, 1889 (25 Stat., 637). Inspector F.C. Armstrong was sent to conduct the necessary negotiations, and in his report thereon, dated May 2, 1889, he states that after a careful presentation of the matter to the Indian council, not a single vote was cast in favor of the proposed removal.

It is to be regretted that these Indians would not consent to the contemplated action, as it would in the opinion of this office, be greatly to their interest to leave the small and barren reservation at Lemhi and remove to the Fort Hall Reservation, where they could secure good homes and avail themselves of the benefits of the educational and other advantages provided for the Indians at that point. At 78.

OKLAHOMA, INDIAN TERRITORY.

Since the date of the last annual report, the Secretary of the Interior, by and under the direction of the President, under authority of section three of an act of Congress approved March 3, 1885 (23 Stat., 384), entered into an agreement with the delegates of the Creek Nation on January 19, 1888, for a complete cession and relinquishment by the said Creek Nation to the United States of all their rights, title, and interest in and to the "entire western half of the domain of the said Nation lying west of the division line established by the treaty of 1866," subject to the ratification by the national council of the said Creek Nation and by the Congress of the United States; the consideration being $2,280,857.10. The said agreement was ratified by the Creek council by an act approved January 31, 1889, and by Congress by an act

approved March 1, 1889 (25 Stat., 757).

By section 12 of the Indian appropriation act, approved March 2, 1889 (25 Stat., 1004), the sum of $1,912.02 was appropriated to pay the Seminole Nation of Indians in full for all right, title, interest, and claim which the said nation had in and to certain lands ceded by article 3 of the Seminole treaty of 1866 (14 Stat., 755), upon the condition that the said Indians should make a complete release and conveyance to the United States of all their said right, title, interest, and claim in and to the said lands. . .

The lands thus released and conveyed, with those ceded by the Creeks as above described, form what is known as the "Oklahoma country."

In accordance with the provisions of section 3 of the said Indian appropriation act the President, by a proclamation dated March 23, 1889, declared that the said Oklahoma lands would be, at and after the hour of noon on the twenty-second day of April following, open to settlement under the terms of and subject to all the conditions, limitations, and restrictions contained in the said act and the laws of the United States applicable thereto.

The Oklahoma country having thus become a part of the public domain, and having been opened to public settlement, the jurisdiction of the Indian Office over it has ceased, and it is now under the control of the General Land Office. At 79.

The reservation system is an anachronism which has

no place in our modern civilization. At 95-96.

It is still further significant that the Indians are now showing a disposition to take their lands in severalty, to dispose of the surplus lands for a fair consideration, and to invest a very considerable portion of the proceeds of the sales thereof in education; so that a very large proportion of the cost of Indian education administered by the Government will be borne willingly and cheerfully by the Indians themselves and not by the people of the United States. But even if the people of the United States were to assume the whole burden of Indian education, it would be a burden very easily borne, and would be but a slight compensation to be returned by this vast andrich nation to the original possessors of the soil upon whose lands the nation with its untold wealth now lives. At 110-111.

The second great economical fact is that the lands known as Indian reservations now set apart by the Government for Indian occupancy aggregate nearly 190,000 square miles. This land, for the most part, is uncultivated and unproductive. When the Indians shall have been properly educated they will utilize a sufficient quantity of those lands for their own support and will release the remainder that it may be restored to the public domain to become the foundation for innumerable happy homes; and thus will be added to the national wealth immense tracts of farming land and vast mineral resources which will repay the nation more than one hundred fold for the amount which it is porposed shall be expended in Indian education. At 112.

6B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC., 51ST CONG., 1ST SESS. VOL. II (1889-90)

Thus the aggregate of these two cessions is 5,439,865.60 acres. By the thirteenth section of this appropriation act, provision was made that the lands so acquired, except the sixteenth and thirty-sixth sections, should be opened for settlement by proclamation of the President, and disposed of to actual settlers under the homestead laws only. At IV.

THE SIOUX COMMISSION.

The Sioux Commission has not yet made its report, but its work having been conducted largely under supervision of this Department, I am able to state its progress and the accomplishment of its purpose. It has acquired the consent of the Sioux Nation to the act of Congress whereby a vast domain will have been transferred to the United States upon the payment promised therefor.

This Commission was originated, it may be said, under two separate acts of Congress, both dated March 2, 1889. The one (25 Statutes, page 888) entitled "An act to divide a portion of the Sioux Nation of Indians in Dakota into separate reservations and to secure the relinquishment of the Indian title to the remainder, and for other purposes."

The other act was the appropriations bill (25 Stats. U.S., 1005), approved March 2, 1889.

Therein it was provided:

That the *President of the United States* is hereby authorized and empowered to appoint three commissioners for the purpose of entering into

negotiations and agreements with the Sioux Indians occupying the great Sioux Indian Reservation in Dakota for a full and complete cession and relinquishment to the United States of a portion of their reservation, and to divide the remainder into separate reservations, and for such other purpose as they may find necessary touching said reservation,. . .at IX.

Thereupon instructions were given by the Secretary of the Interior as to the manner ofsubmitting the act for procuring the assent of the Sioux Indians, and the Commission acted directly under these instructions and no others.

The act was thus submitted at the different agencies; was fully expounded to the Indians there assembled; and, after a long discussion and much hesitation, extending over some weeks, the same was assented to by more that three-fourths of the Indians, as required under the act. At X.

The total amount of land of this reservation thus ceded to the United States is about 9,000,000 acres. Most of it must yet be surveyed, and contracts are now being made for this purpose so that it may be opened to settlers at an early day.

By section 21, of chapter 405, March 2, 1889 (25 U.S. Stats., 896), all this land, outside the separate reservations, is restored to the public domain, except three islands named, severally, American, Farm, and Niobrara Islands, and shall be disposed of by the United States to actual settlers only under the provisions of the homestead law, (except section 2301 therof, which related to former

right to preempt), and under the law relating to town sites; provided that each settler under the homestead act shall pay for his land, in addition to the fees, $1.25 for all land disposed of by the United States to actual settlers only under the provisions of the homestead law, (except section 2301 thereof, which relates to former right to preempt), and under the law relating to town sites; provided that each settler under the homestead act shall pay for his land, in addition to the fees, $1.25 for all land disposed of within the first three years after taking effect of this act; and the sum of 75 cents per acre for lands disposed of the next two years following thereafter, and 50 cents per acre for the residue; and shall be entitled to patent according to said homestead laws and after full payment for said lands; but the rights of honorably discharged soliders and sailors in the late civil war, under sections 2304 and 2305, Revised Statutes, shall not be abridged except as to said sums. It is further provided in said act (p. 897) that any conveyance of said lands so taken as homestead, or any contract touching the same or lien thereon, created prior to the date of final entry shall be null and void.

There will be the same pressure by the people to occupy these desirable lands that was felt at Oklahoma, but inasmuch as this territory is within the boundaries of South Dakota, it will not be without government, as was Oklahoma, and no great difficulty is anticipated upon its being restored to the public domain. At X-XI.

With the allotments the reservation disappears, for after the allotments are made what remains is sold to the Government and the proceeds thereof become a trust fund, the interest on which is paid to the particular tribe, thus producing a reliable annual income. At L.

ALLOTMENTS OF LANDS TO INDIANS.

No appropriation is available for conducting such negotiations with the Indians who may desire to dispose of any portion of their reservation not needed for allotments. Few, if any, of the Indians now taking allotments have the means necessary to enable them to build houses and purchase implements, etc., with which to begin the work of practical husbandry upon their tracts. To secure such assistance many of them would readily enter into negotiations for sale of their surplus land, and it is necessary that a small appropriation for the purpose be made, in order that the provisions of the law may be complied with. At LII & LIII.

THE CHIPPEWA INDIANS OF MINNESOTA

A commission, composed of Hon. Henry M. Rice, of Minnesota; Rt. Rev. Martin Marty, of Dakota; and Joseph B. Whiting, of Wisconsin, was appointed to conduct negotiations with the Chippewa Indians of Minnesota, as provided in the act of Congress approved January 14, 1889 (25 Stats., 642), which aims atthe segregation of all the Chippewa Indians now occupying reservations in Minnesota upon the White Earth Reservation, except those residing upon the Red Lake Reservation, and for extinquishment of the Indian title to the whole of the several reservations in said State except the White Earth and the Red Lake Reservations, and also to so much of the White Earth and Red Lake Reservations as is not required to fill allotments to the Indians. The work of this Commission has progressed favorably, and the required consent of the Indians to the provisions of the act has been given; but the report of the result has not yet reached the

Indian Office.

If the Commission has been successful in obtaining the relinquishment by the Indians of all the reservations outside of the White Earth and Red Lake, and should all the Indians occupying or interested in said reservations remove to the White Earth Reservation and take allotments upon it, there would be for disposition under the provisions of the act an aggregate of about 750,000 acres in the vacated reservations. At LVI.

With the Sioux Reservation the vacant lands will amount to 30,000,000 acres. At CXV.

7A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1890)

The Indians, with whose welfare and civilization he is charged, are widely scattered, and the territory in what is known as Indian reservations embraces not less than 181,000 square miles.

The entire system of dealing with them is vicious, involving, as it does, the installing of agents, with semi-despotic power over ignorant, superstitious, and helpless subjects; the keeping of thousands of them on reservations practically as prisoners, isolated from civilized life and dominated by fear and force; the issue of rations and annuities, which inevitably tends to breed pauperism; the disbursement of millions of dollars worth of supplies by contract, which invites fraud; the maintenance of a system of licensed trade, which stimulates cupidity and extortion, etc. At V.

The following points are especially worthy of consideration, and need to be repeated and emphasized until they are fully recognized by both whites and Indians:

It has become the settled policy of the Government to break up reservations, destroy tribal relations, settle Indians upon their own homesteads, incorporate them into the national life, and deal with them not as nations or tribes or bands, but as individual citizens. The American Indian is to become the Indian American. How far this process has advanced during the past year will be shown under the head of the reduction of reservations and allotment of lands.

The Indians themselves are coming to understand the present policy of the Government and are showing an increasing readiness and even desire to adjust themselves to it. During the past year I have had personal interviews with prominent chiefs and representative Indians from Wisconsin, North and South Dakota, Oregon, Arizona, New Mexico, Oklahoma, and Indian Territory, and I have been much gratified with their intelligent apprehension of the situation and with the willingness exhibited, as a general thing, to accept lands in severalty with individual citizenship. Almost without exception they have pleaded with me for more and better schools. At VI.

It was further settled in the case of the Cherokee Nation v. The State of Georgia (5 Peters, p. 1) that the Indians had an unquestionable and theretofore an unquestioned right to the lands they occupied until that right of occupancy was extinguished by voluntary cession to the Government; that they occupied lands to which the United States asserted a title, independent of their will,

which must take effect in respect of possession when their right of occupancy ceased. Hence, the claim of the Government to the lands of the Indian tribes extends to the *complete ultimate title*, charged with the Indian right of possession and to the exclusive power of acquiring that right. At XXIII.

The Indian title has been extinguished to all the public domain, except Alaska, and the portion included in one hundred and sixty-two Indian reservations, not embracing those in New York already referred to nor that occupied by the Cherokees in North Carolina, and by the Sacs and Foxes in Iowa, both of which were acquired by purchase.

Of these one hundred and sixty-two reservations there were established–

By executive order	56
By executive order under authority of act of Congress	6
By act of Congress	28
By treaty, with boundaries defined or enlarged by executive order	15
By treaty or agreement and act of Congress	5
By unratified treaty	1
By treaty or agreement	51
Total	162

Reservations by Executive Order.–Of the fifty-six established by executive order, the title has not been held to be permanent, but the land has been subject to restoration to the public domain at the pleasure of the President. Under the general allotment act, however, of 1887 (24 Stats., p. 388), the tenure has been materially changed and all reservations, whether established by Executive order, act of Congress, or treaty, are held to be

permanent. At XXX-XXXI.

REDUCTION OF RESERVATIONS.

At the date of the last annual report of this office there were one hundred and thirty-three Indian reservations in the United States (counting the twenty-two small reserves of the Mission Indians of California as one only and the nineteen Pueblo reserves in New Mexico also as one), having an aggregate area of about 116,000,000 acres or 181,250 square miles, which is greater than than of the New England and Middle States combined, greater than the aggregate area of the States of Ohio, Indiana, Illinois, and Kentucky, and nearly equal to the combined area of the two Dakotas and Montana. To carry the comparison further, it is larger by half than the United Kingdom of Great Britain and Ireland, larger than Sweden or Norway, and nearly as large as either France or Spain. The total Indian population of the United States, exclusive of Alaska, was, by the census of 1889, 250,483, and exclusive of the five civilized tribes in Indian Territory, 185,283. At XXXVII.

Where it is suitable for agricultural or grazing purposes, it is the present policy of the Government to allot land in severalty to the Indians within their respective reservations—160 acres to heads of families, 80 acres to single persons over eighteen years of age, 80 acres to orphan children under eighteen years of age, and 40 acres to each other single person under eighteen years of age—to patent these individual holdings, with a restriction against alienation for twenty-five years, or longer, in the discretion of the President, and to purchase from the respective tribes any or all of the surplus land remaining after t[h]

allotments have been made. The general law for this is the allotment act of February 8, 1887 (24 Stat. p. 388), applicable to all reservations, except those of the five civilized tribes and three others in the Indian Territory, those in the State of New York, and one in Nebraska adjoining the Pine Ridge Sioux Reservation, which was set apart by Executive order for the purpose of suppressing liquor traffic with the Indians.

In numerous instances, where clearly desirable, Congress has by special legislation authorized negotiations with the Indians for portions of their reservations without waiting for the slower process of the general allotment act, which involves the survey of the land, the allotment in severalty by special agents appointed by the President for that purpose, and negotiations with the Indians for the cession and relinquishment of their surplus unallotted lands.

It is estimated that under such special legislation about 13,000,000 acres of land have been secured by cession from the Indians during the past year; and there are agreements now pending before Congress, through which, if ratified, the Government will acquire some 4,500,000 acres more; all of which will, under the operation of these laws, be open to white settlement in the near future.

Of the land actually acquired, about 9,000,000 acres are in North and South Dakota, secured from the Sioux (act of March 2, 1889, 25 Stat., p. 888), and about 4,000,000 acres in Minnesota,* acquired from the Chippewas (act of January 14, 1889, 25 Stat., p. 642). The agreements now pending in Congress will, if ratified,

restore to the public domain about 1,600,000 acres in North Dakota, in the Fort Berthold Reservation; about 660,000 acres in South Dakota, in the Lake Traverse (Sisseton,) Reservation; about 185,000 acres in Idaho, in the Coeur d'Alene Reservation; about 1,095,000 acres in Colorado, being the whole of the southern Ute Reservation; and about 941,000 acres in Oklahoma Territory, now embraced in the Pottawattomie, Iowa, and Sac and Fox Reservations; a grand total of upwards of 17,400,000 acres, or about one-seventh of all the Indian lands in the United States.

*The Chippewas ceded all of their lands in Minnesota embraced in the several reservations occupied by them, except the White Earth Reservation, of which they ceded four entire townships, and excepting, also, the Red Lake Reservation, of which they ceded perhaps three-fourths; but it can not be ascertained how much or just what particular portions of said reservations, except White Earth and Red Lake have actually been relinquished to the United States until the Indians shall have selected and received the allotments to which they are entitled under said act. At XXXVIII.

This might seem like a somewhat rapid reduction of the landed estate of theIndians, but when it is considered that for the most part the land relinquished was not being used for any purpose whatever, that scarcely any of it was in cultivation, that the Indians did not need it and would not be likely to need it at any future time, and that they were, as is believed, reasonably well paid for it, the matter assumes quite a different aspect. The sooner the tribal relations are broken up and the reservation system done away with the better it will be for all concerned. If there were no other reason for this change, the fact that individual ownership of property is the universal custom among the civilized people of this country would be a sufficient reason for urging the handful of Indians to adopt it.

As a general rule, I would not advise the purchase of surplus lands until the Indians have been located upon and absolutely secured in their individual holdings. Give them their patents and see that they are fairly started in the paths of civilization, with their children in school, and then it will be time enough to negotiate with them for the sale of the surplus. There is always a clamor for Indian lands, but there is no such pressing need for more land for white settlement as to justify undue haste in acquiring it. It is true the general allotment act authorizes the Secretary of the Interior to enter into negotiations with Indians for the purchase of their surplus unalloted lands in advance of the completion of the individual allotments, if, in the opinion of the President, it shall be for their best interests to do so. In some cases, this may be desirable, but as a rule, I think it better that they should take their allotments first. Their lands are becoming more valuable every year, so that they can lose nothing, in a pecuniary sense, by withholding the sale of so much as they may have to dispose of until after this has been done. At XXXIX.

It creates discontent, destroys the natural attachment for the soil, disturbs whatever progress in localization and settlement may have been made, and retards progress in every way. I fully agree with the late distinguished General of the Army (General Sheridan) that "every section of country should control the bad elements of its own population—not endeavor to foist them upon other more fortunate districts—and this is especially true of the Indians, who should, as far as possible, be controlled where they now are." At XXXIX.

Leaving out the five civilized tribes and the Alaska

Indians, it would take about 30,000,000 acres of land to give to every Indian in the United States—man, woman, and child—160 acres each. There would still remain, in round numbers, 66,000,000 acres of Indian land, (exclusive of the reservations of the five civilized tribes), which, at $1 per acre, probably a fair average, would yield $66,000,000, the annual interest on which, at five per cent, would be $3,300,000—a sum sufficient to pay the entire cost of educating all the Indian children in the United States. At the end of a few years, the principal sum might properly be distributed per capita among the rightful owners to assist them in improving their homes, when they could be left like other citizens to care for themselves.

Here we have an immense landed estate belonging to the Indians, which, if judiciously managed by the Government, ought to place them on the high road to prosperity, and relieve the Government of a great financial burden. It is not essential to their prosperity that they should have a great fund in the Treasury to draw upon for their support; on the contrary, it would be a positive evil. But I would sell their surplus lands, place themoney inthe Treasury, and expend theinterest in assisting them to break and fence their lands, to build comfortable houses, to provide themselves with agricultural implements, seeds and stock, and, most important of all, to educate their children.

It will not do to say that they do not hold their land by such a title as to render it obligatory upon the Government to give them the proceeds of the sale of their surplus. All of which I have spoken is held by them either by virtue of sacred treaty stipulation, by act of Congress,

or by executive order, and with possibly a few exceptions, even those who occupy reservations established by authority of Congress, or by executive order, have as good a claim, in equity,to absolute ownership as those who hold them by virtue of treaties with theGovernment.

As already stated, the general allotment act of February 8, 1887, confirms the Indian title in all existing reservations. It provides that in all cases where any tribe or band of Indians has been or shall hereafter be located upon any reservation created for their use, "either by treaty stipulation or by virtue of an act of Congress, or by executive order, setting apart the same for their use," the President of the United States may, whenever in his opinion any reservation or any part thereof is suitable for the purpose, allot the lands of said reservation in severalty to the Indians located thereon, in quantities as specified; and that after lands shall have been so allotted, or sooner, if in the opinion of the President it shall be for the best interests of the Indians, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservation not allotted as such tribe shall from time to time consent to sell, "upon such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians."

I desire to ask special attention to the great importance of theearly ratification of agreements made with Indians for the cession of portions of their reservations. Delay in such matters is not understood by them, often works hardship, creates unrest, begets distrust, and greatly retards their progress. It should be remembered

that while these agreements often involve the appropriation of large sums of money, the amount is almost wholly re-imburseable from the sale of the land.

CHIPPEWA INDIANS IN MINNESOTA.

The commission appointed under the provisions of the act of January 14, 1889, (25 Stat. p. 642), to negotiate with all the different bands or tribes of Chippewa Indians inthe State of Minnesota for a "complete cession and relinquishment in writing of all their title and interest and to all the reservations of said Indians in the State of Minnesota, except the White Earth and Red Lake Reservations, and to all and so much of these reservations as in the judgment of said commission is not required tomake and fill the allotments required by this and existing acts," etc., submitted its final report under date of December 26, 1889. At XL-XLI.

Since the date of the last annual report, the 1341 patents issued to the Sisseton and Wahpeton Indians, on the Lake Traverse Reservation, in North and South Dakota, have been delivered to the Indians. The agreement, however, for the cession of their surplus lands now pending in Congress, provides for additional allotments, so that each Indian belonging to the reservation shall have 160 acres of land. At XLV.

The division of Indian lands in severalty and theultimate destruction of the tribal andreservation systems being inevitable, the Indians should be taught to look forward to this and be prepared, so far as practicable, to meet it. At XLIX.

THE UMATILLA RESERVATION IN OREGON.

After much delay the necessary surveys for the carrying out of the provisions of the act of March 3, 1885 (23 Stats. 341), which provides for the allotment of lands in severalty to the Indians of the Umatilla Reservation, in Oregon, and the appraisement and sale of their surplus lands, have been executed and approved, and a commission has been appointed by the President to classify and appraise the surplus lands, that is, the lands outside of the diminished reservation established by order of the Secretary of the Interior, under and in accordance with the provisions of the act of October 17, 1888 (25 Stats. 559), an act amendatory of the former act. XLIX-L.

Large bodies of lands now included in reservations are practically worthless for farming purposes, without irrigation. The spread of the white population over the public domain, the reduction of reservations, the confining of Indians to ever-narrowing borders, makes the problem of their support one of increasing difficulty and urgency. At CI.

As stated in my last report, this reservation is triangular inform, with its southern point near Watertown, S. Dak., and reaching north about 90 miles, covering a small piece of North Dakota. It contains about 918,000 acres of land of which there are taken for allotments about 128,000 acres, leaving of surpluslands 79,000 acres. It is prairie land, with some timber in the deep ravines and about the lakes and streams. The amount of timber provides no supply for the settlement of the country, and is almost wholly covered by the allotments already taken. The soil is rich, and all vegetation makes a wonderful

growth whenever supplied with sufficient moisture.

SALE OF SURPLUS LANDS.

In November last commissioners of the General Government held a council with these Indians for the purpose of obtaining a proposition to sell their surplus lands. A proposition was obtained, signed by a large majority of the tribe, and the same is now before Congress for ratification. It is earnestly hoped that said agreement will be ratified, in order that these Indians may be relieved from a half-starved, half-clothed condition and placed in more comfortable circumstances. At 65.

7B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 51ST CONG., 2d SESS. VOL. II (1890-91)

And again, while this Territory has been forming, great additions from the Indian reservations have been made to the public domain soon to be opened to settlement. The various Indian commissions have made agreements, now awaiting Congressional action, with different tribes for many millions of acres. At I.

INDIAN AFFAIRS

But it needs to be said that a much larger area of land than is necessary is held for Indian occupancy. There are not more than 250,000 Indians within the borders of the United States (excluding Alaska). The greaterpart of these reside upon or have some interest in the existing reservations, the others living upon a portion of the public domain. The aggregate area of the Indian reservations was, at the last report, about 116,000,000 acres, or 181,250

square miles, which is, as calculated by the Indian Commissioner, "greater than that of the New England and Middle States combined, greater than the aggregate area of the States of Ohio, Indiana, Illinois, and Kentucky, and nearly equal to the combined area of the two Dakotas and Montana; or, to carry the comparison further, it is larger by half than the United Kingdom or Great Britain and Ireland, larger than Sweden or Norway, and nearly as large as either France or Spain."

There has been a reduction during the fiscal year by cession of Indian title to reservations under ratified agreements to the extent of about 13,000,000 acres of lands heretofore held by them, leaving the aggregate area of reserved land at this time over 103,000,000 acres.

. . .The surplus held in reservation appears therefore to be unreasonably large. A large portion of it is lying idle, and is a bar to the Indians' progress, and our country's development. To restore this to the public domain will work no hardship to the Indians, if the cessions are made upon terms as fair as have characterized the agreements recently negotiated. Those Indians expecially who are supported by the Government, not because of treaty obligations, but in order to save them from starvation, should not continue to hold these large tracts without actual occupancy or use. It would be better for each tribe to part with its claim for a money consideration that would create a fund to be securely held by the United States, and upon which it could depend for the support of its members until, by proper use of individual homesteads, they may support themselves.

INDIAN CESSIONS.

The cessions made by various tribes should be moreparticularly set forth, as there were serious obligations imposed on the United States thereby that have not yet been performed.

THE GREAT SIOUX IN NORTH AND SOUTH DAKOTA. At XXIII-XXIV.

THE CHIPPEWAS IN MINNESOTA. At XXVI.

OTHER CESSIONS MADE.

There are pending in Congress agreements as follows: For the cession of about 1,600,000 acres of the Fort Berthold Agency Reservation in North Dakota, negotiated under provisions of the act of May 15, 1886 (24 Stats., 44); for about 184,960 acres of the Coeur d'Alene Reservation in Idaho, negotiated under the act of March 2, 1889 (25 Stats., 1003); for about 600,000 acres of the Lake Traverse Reservation in South Dakota, negotiated under the provisions of section 5 of the general allotment act of February 8, 1887 (24 Stats., 388); for about 1,095,000 acres of the Southern Ute Reservation in Colorado, negotiated under the fourth section of the act of May 1, 1888 (25 Stats., 133), and for about 7,871 acres of the Flathead Indians in Bitter Root Valley, Montana, negotiated under the provisions of the act of March 2, 1889 (25 Stats., 871). These should all have early attention by Congress.

CESSIONS BY VARIOUS TRIBES THROUGH THE CHEROKEE COMMISSION. At XXVII.

OTHER COMMISSIONS TO NEGOTIATE CESSIONS.

The appointment of the following commissions was also authorized during the last session of Congress:

NORTHERN BAND OF CHEYENNES. At XXVIII.

TURTLE MOUNTAIN BAND.

(3) To negotiate with the Turtle Mountain band of Chippewa Indians, in North Dakota, for the cession and relinquishment to the United States of whatever right or interest they may have in or to any and all land in said State to which they claim title, and for their removal to the White Earth Reservation in Minnesota; . . .

WARM SPRINGS INDIANS.

(4) To visit and thoroughly investigate and determine as to the correct location of the northern line of Warm Springs Indian Reservation in Oregon, and to negotiate with the Indians located on the Colville Reservation in Washington for the cession of such portion of the reservation as the Indians are willing to dispose of, that the same may be opened to settlement. At XXIX.

CROW INDIANS.

The act of September 25, 1890, entitled "An act to authorize the Secretary of the Interior to procure and submit to Congress a proposal forthe sale to theUnited States of the western part of theCrow Indian Reservation

in Montana," provides for a commission of three persons, to be appointed by the Secretary of the Interior, to negotiate with the Crow Indians for a surrender to the United States of all that portion of their reservation in Montana, or so much thereof as they will consent to surrender, which is situated south of the Yellowstone River and west of the divide between Pryor Creek and Clark's Fork, in said State.

None of the agreements that may be made by these commissions are to be valid until ratified by Congress. At XXX.

Under the authority contained in the fifth section of the general allotment law (24 Stats., 388) successful negotiations were conducted with the Sisseton Indians in South Dakota for the cession of their surplus lands, and the agreement entered into for this purpose, which was submitted to Congress early in the session, passed the Senate, but failed to receive favorable consideration in the House of Representatives. The failure to ratify this agreement is a matter to be greatly regretted, as many of theIndians are in a destitute condition, owing to repeated crop failures, due to successive droughts, and are likely to suffer from want during the coming winter. The payment of annuities, long unjustly withheld from them, as provided in the agreement, would have relieved their immediate necessities and secured them against further immediate sufferings. At XXXV.

It is also worthy of consideration whether the period now allowed the tribe to determine whether it will receive allotments should not be put under control of the President, so that if he deems it proper in any particular

case he may shorten the time for exercising the choice, for as the law stands many tribes give no attention to the subject and delay unreasonably all negotiations. At XXXVI.

8A. SIXTEENTH ANNUAL REPORT OF COMMISSIONER OF INDIAN AFFAIRS (1891).

Although many, like those just mentioned, are under the immediate control of the Government and require more or less of vigilant surveillance, multitudes of others, such as the Indians in New York, those in Michigan, and the 65,000 of the five civilized tribes, are only nominally under Government control, while thousands, like the Santee Sioux, the Sissetons and Wahpetons, the Nez Perces, the Puyallups, etc., are, by the operation of the land-in-severalty law, becoming citizens and gradually passing out from under governmental supervision.

If, however, the purpose is to incorporate the Indians into the national life as independent citizens, so that they may take their places as integral elements in our society, not as American Indians but as Americans, or rather as men, enjoying all the privileges and sharing the burdens of American citizenship, then this purpose should be not only clearly and definitely stated, but should be dominant in all matters of legislation and administration. It should be understood not only by our own people but by the Indians themselves, and should be inculcated as a fundamental doctrine in every Indian school. At 4.

(5) Justice.– The charge most frequently brought against the American people in reference to their dealings with theIndians is that of injustice. This charge is

sometimes flippantly made, and oftentimes rests upon no historical basis, and yet it is unfortunately true that the impression widely prevails in the popular mind and is deeply rooted in the mind of the Indians that treaties have been broken and that the Government has failed in numerous instances to perform its most solemn obligations. It certainly cannot be said that this great nation has intended to be unjust, and recent acts of legislation have shown conclusively a desire not only on the part of Congress, but of the people of the country generally, to fulfill to the letter all the obilgations, promises, and even expectations of the Indians.

But justice is two-sided. It demands as well as concedes. While it is desirable that we should pay the Indians to the last dollar all that is due them, we should expect of them the fulfillment of their obligations.

One great political truth has been made absolutely clear by the march of events, and that is that the people of the United States constitute one nation. There is no place within our borders for independent, alien governments, and theIndians must of necessity surrender their autonomy and become merged in our nationality. In requiring this we do not ask that they concede anything of real value to themselves, but only that for their highest welfare they abandon their tribal organizations, their provincialisms, their isolation, and accept in lieu thereof American citizenship and a full participation inall the riches of our civilization; By this great transformation they are the gainers, rather than we ourselves. At 6.

If the policy of allotting lands is conceded to be wise, then it should be applied at an early day to all alike

wherever the circumstances will warrant. If we have settled upon the breaking up of the tribal relations, the extinguishment of the Indian titles to surplus lands, and the restoration of the unneeded surplus to the public domain, let it be done thoroughly. If reservations have proven to be inadequate for thepurposes for which they were designed, have shown themselves a hindrance to the progress of the Indian as well as an obstruction in the pathway of civilization, let the reservations, as speedily as wisdom dictates, be utterly destroyed and entirely swept away. At 8.

(10) Time.– The great forces now at work; land in severalty with its accompanying dissolution of thetribal relation and breaking up of the reservation; the destruction of the agency system; citizenship, and all that belongs thereto of manhood, independence, privilege, and duty; education, which seeks to bring the young Indians into right relationship with the age in which they live, and to put into their hands the tools by which they may gain for themselves food and clothing and build for themselves homes, will, if allowed to continue undistrubed a reasonable length of time, accomplish their beneficent ends. They should be fostered, strengthened, maintained, and allowed to operate. At 9.

When the Indians shall have become citizens of the United States this paternal control will cease. They will no longer be subject in any respect to restraint by this office, but will have the right to go where they please and when they please. Their contracts will not be subject to approval by the Commissioner of Indian Affairs or the Secretary of the Interior, but will stand an equal footing with those of other United States citizens. There will be no

restriction of trade with them, and in fact whatever rights may be enjoyed by a citizen of the United States will be theirs, and they will no longer be subject to arrest at the instance of a United States Indian agent or by the Indian police, nor to trial and punishment by the courts of Indian offenses for misdemeanors over which those courts now have jurisdiction.

At the same time, with the exception that their lands received under allotment laws will be exempt from taxation for a period of twenty-five years, and possibly longer, they will be subject to the burdens borne by other citizens, and must manage their own affairs. At 25.

The policy above outlined will eventually make all Indians citizens of the United States, when the Indian reservation will no longer appear on our maps, and the autonomy of the tribes, a fact to us, will be mere history to the generations that will come. At 26.

EARLY ALLOTMENTS

The policy of dividing lands owned or occupied in common by an Indian tribe among its several members was inaugurated by act of March 3, 1839, which authorized the division of the lands of the Brothertown Indians (Wisconsin) by a commission of five of the principal head men, and for the issuance of patents in fee simple to the Indians and their heirs and assigns.

The act also provided that upon the filing of the report of this commission, with a map of the allotments, and the transmission of the same to the President, the Brothertown Indians should be deemed citizens of the

United States, and be subject to its laws, and to those of the Territory of Wisconsin.

By law or treaty this policy was subsequently applied, with various modifications as to the tenure of the lands allotted, the status of the allottees, the right of alienation, etc., to several other tribes, notably the Ottawas and Chippewas, the Pottawatomies, the Shawnees, and the Wyandottes.

The Brothertown Indians (remnants of the Mohican and other New York tribes) long since passed from the notice of this office, and, so far as the other tribes are concerned, the records show that where their lands were conveyed in fee simple, with no restrictions as to alienation, they soon parted with them without sufficient consideration, and squandered what little they received. The disastrous result of this policy in several cases has led this office to insist thatthe right of alienation should be limited in some manner, so that Indians can not improvidently dispose of their lands.

PROGRESS IN ALLOTMENTS.

In 1887 the first general law was enacted (24 Stats., 388), and by its provisions lands were to be given to the several members of a tribe (except married women), in quantities differing according to the age of the allottee, or status as the head of a family, or otherwise. At 40.

REDUCTION OF RESERVATIONS.

The work of reducing the area of the reservations, by extinguishing by purchase from the Indians their title to

the land and its restoration to the public domain, has been carried forward rapidly, as is shown in the following detailed statements:

Counting the 22 small reserves of the Mission Indians of California as only one reserve and the 19 Pueblo reserves of New Mexico as one also, the number of reservations as given in the annual report of this office for 1890 was 138, having an aggregate area of about 104,314,349 acres, or 162,991 square miles. This amount is about 12,071,380 acres, or 18,861 square miles, less than the amount reported in 1889, while at the present time there are five more reservations than in 1889, owing to the division of the Great Sioux Reservation, as provided by act of March 2, 1889.

The agreements ratified by act of Congress approved February 13, 1891 (26 Stats., 749), restored to the public domain 391,184.65 acres from the Sac and Fox Reservations, in Oklahoma, including 25,194.61 acres for school purposes; and from the Iowa Reservation, in the same Territory, 219,446.27 acres, including 12, 271.75 acres for school purposes. The ratification of agreements by the act of March 3, 1891 (26 Stats., 989), restored to the public domain from the Pottawatomie Reservation, Oklahoma, 309,134.77 acres, including 22,650.44 for school purposes; from the Cheyenne and Arapaho Reservation, Oklahoma, about 3,000,000 acres; from the Coeur d'Alene Reservation, Idaho, about 185,000 acres; from the Fort Berthold Reservation, North Dakota, about 1,600,000 acres; from the Lake Traverse Reservation, South Dakota, about 660,000 acres, and from the Crow Reservation, Montana, about 1,800,000 acres; a total of about 8,164,765 acres. At 44.

The ceded portion of the Fort Berthold Reservation, North Dakota, consisting of about 1,600,000 acres, has been thrown open to settlement by proclamation of the President.

The ceded lands of the Coeur d'Alene Reservation, Idaho, were opened to settlement from the date of the approval of the act.

Allotments of land are being made on the Lake Traverse Reservation, South Dakota, and the Cheyenne and Arapaho Reservation, Oklahoma, and surveys are in progress upon the Crow Reservation, Montana, and when they are completed and the terms of the act ratifying the respective agreements with the Indians of the several reservations shall have been fully complied with, the unallotted or vacant lands embraced within the ceded portions will be thrown open to settlement.

The agreement with the Indians of the Southern Ute Reservation, in Colorado, referred to in my last annual report, was not ratified by the last Congress.

NEGOTIATIONS FOR FURTHER REDUCTIONS.

The Indian appropriation act for the fiscal year ending June 30, 1892 (26 Stats., 1010), contains the following provisions:

To enable the Secretary of the Interior in his discretion to negotiate with any Indians for the surrender of portions of their respective reservations, any agreement thus negotiated being subject to subsequent ratification by Congress, $15,000 or so much thereof as may be necessary. At 45.

RESERVATIONS SHOULD NOT BE REDUCED TOO RAPIDLY.

While perhaps it is possible to push such work too rapidly, I do not hesitate to say that the ultimate destruction of the entire system of reservations is inevitable. There is no place for it in our present condition of life, and it must go. The millions of acres of Indian lands now lying absolutely unused are needed as homes for our rapidly increasing population and must be so utilized. Whatever right and title the Indians have in them is subject to and must yield to the demands of civilization. They should be protected in the permanent possession of all this land necessary for their own support, and whatever is taken from them should be paid for at its full market value. But it can not be expected under any circumstances that these reservations can remain intact, hindering the progress of civilization, requiring an army to protect them from the encroachments of home-seekers, and maintaining a perpetual abode of savagery and animalism. The Indians themselves are not slow to appreciate the force of the logic of events, and are becoming more and more ready to listen to propositions for the reduction of the reservations and the extinguishment of their title to such portions of the land as are not required for their own use.

The same considerations, however, which suggest the possibility of pushing the allotment of lands too rapidly also suggest the desirability of moving with caution and deliberation in reducing the reservations. If they are broken up too suddenly and violently, the harm resulting to the Indians would not be, by any means, counterbalanced by the benefit conferred upon other people. At 46.

They have looked upon the pale faces as their enemies, with whom they could have no dealings which would be of mutual advantage; but the breaking up of the reservations and the coming of the white men with all their better modes of life necessitate a closer acquaintance with each other and a knowledge of the general superiority of the white man's civilization. Multitudes of Indians are now beginning to understand this, readily accept the situation, and benefit by the change. At 47.

8B. REPORT OF THE SECRETARY OF THE INTERIOR, H.EXEC. DOC. 52nd CONG., 1ST SESS. VOL. 14 (1891-92).

Sir: The years of the present administration have been marked to a notable degree by the expansion of the public domain for private settlement. European nations strive with one another to plant colonies beyond their borders, even in Africa andon distant islands; but our country is so fortunately situated that within its own boundaries are vast tracts of fertile land heretofore unused, on which communities can establish themselves in a single day, and be protected by an almost instantaneous but easy and peaceful application of our system of laws and government to their new relations.

OKLAHOMA—NEW PURCHASES OPENED TO SETTLEMENT.

The peaceful and efficient overtures of the government have been met in an intelligent spirit by the different Indian tribes visited by Commissions, and for valuable considerations large portions of their reservations have been ceded for settlement. Agreements were made by

the Cherokee Commission during the previous fiscal year in the territory of Oklahoma with the Sacs and Foxes of the Mississippi, the Iowas, the Absentee Shawnees, and the Citizen Pottawatomies. These agreements were ratified by Congress at its last session. The allotments to the Indians wereduly made, amounting in most cases to 160 acres each. The counties in this particular region, as well as five other counties in the country of theCheyennes and Arapahoes, were laid off by the Secretary and lands for county seats designated and reserved. At 111.

By your proclamation dated September 18, 1891, all this domain, with required exceptions, was opened to settlement at the hour of 12 o'clock noon (central standard time), Tuesday, September 22. The lands can be acquired only by actual settlers under the homestead or town-site laws. At IV.

The lands of the Cheyenne and Arapahoes, in Oklahoma, are also nearly ready for homesteads. The agreement with these tribes was made in October, 1890, and has been ratified by act of Congress. . .As soon as theallotments are made there will be 3,000,000 acres ready upon your proclamation for settlement—equal to 18,750 homesteads of 160 acres each. At V.

Besides the lands in Oklahoma ceded by the tribes above mentioned there have been made ready for settlement large tracts in other parts of the country; andin addition to the foregoing, allotments have been made to many otherIndians not visited by commissions, andnumerous allotting agents are yet at work.

Over 16,000 Indians have already become citizens of

the United States, and about 4,000 more by taking their allotments have signified their desire to become citizens. To these numbers should be added the 7,619 Indians in Oklahoma who have taken or agreed to take allotments. A total of 27, 619 Indians naturalized, and total of acres acquired for settlement of about 23,000,000 during the present administration alone.

INDIAN ALLOTTEES.

At the same time that these great advantages have been secured for our fellow-citizens the rights of the Indians have been accurately preserved and their allotments carefully guarded. . . .He acquires a standing as complainant or otherwise in our courts on the same footing as other citizens, except as to his allotments which the government directly guards. . . .Not only is the Indian established as a homesteader and a breadwinner, and being supported in his new life until he learns its ways and realizes its virtues, does he lift himself from idleness and dependence on the United States for support, but the reservations come under the control and protection of state or territorial government, the lands surrendered grow from deserts into productive farms, and the communities upon them add to the nation's agricultural wealth, its commerce, and its strength. At V & VI.

AGREEMENTS WITH INDIANS DURING THE PRESENT ADMINISTRATION.

The following table exhibits in condensed form the results of the successful labors of the various commissions negotiating with the Indians since the commencement of

the present Administration, with dates of agreements, and a summary of lands purchased in Oklahoma. At VII.

HOMESTEAD SETTLERS.

In connection with this great expansion of the public domain for homestead settlement it is gratifying to be able to report that the claims of settlers upon the public lands have been most satisfactorily disposed of since the fiscal year ending June 30, 1888. At IX.

In connection with the facts already presented in regard to opening the country for settlement, preserving its streams, and improving its condition, it is appropriate to note that the census taken in 1890, under the supervision of this Department and the Census Bureau, concerning which 118 bulletins of the Superintendent have already been issued, shows the population of the United States and Territories to have been in that year 62,622,500, being an increase of 24.86 per cent over that of the year 1880, and that the assessed valuation of property was $24,249,589,804, being an increase of 43.46 per cent over that of 1880. At XV.

The allotment law, commonly known as the Dawes bill, has secured for its author the praise of all interested in the welfare of the Indians. It has been accepted as the very best means of solving the Indian problem, and it is now, as has been pointed out in the earlier part of this report, receiving an administration, chiefly by written consent and agreement of the Indians, that promises to develop rapidly its benefits for allottees. At XXXV.

In a previous portion of this report it has been said

that the allotment bill, commonly styled the "Dawes bill," whereby, through the effect of allotments, citizenship is conferred upon the allottee, has had general recognition and approval. We should not now interfere with its principal provisions or defeat any of its beneficent effects. Its purpose is to change the Indians from the state of wardship to citizenship. This process has been going on for many years, and with increased force from year to year. There are no facts furnished upon which it can be asserted that the results of this policy are injurious to the Indians, or threatening to become so, while there is abundant evidence that severance of the tribal relations, the establishment of the Indian upon his own property, and the opening of his great reservations to white settlement have been conducive to the welfare of all concerned. At XXXVIII.

INDIAN CESSIONS AND INDIAN COMMISSIONS.

The public land transferred from uselessness to cultivation through treaties made between the Indians and the United States has been acquired by the effective agency of various commissions, some of which are still in the field. At XLII.

COLVILLE RESERVATION.

The provision of law for the appointment of a commission for the investigation of the matter of the Warm Springs Reservation boundary line provides that the same commission be directed to proceed to the Colville Indian Reservation, in the state of Washington, to negotiate with the bands of Indians on the Colville Indian

Reservation, in Washington, for the cession of such portion of the reservation as the Indians may be willing to dispose of, that the same may be opened to white settlement. Under instructions from this Department, the commission discharged this branch of its duties, and on June 8, 1891, submitted its report, transmitting an agreement whereby these Indians cede to the United States about 1,500,000 acres from the northern half of their reservation for a consideration of $1,500,000, to be paid in five equal annual installments for distribution per capita among the Indians entitled thereto, with certain other provisions for their interests. The report of the commission, their proceedings, and the agreement negotiated will be submitted to you for transmission to Congress. At LI.

Some allotments are being made on the ceded portion of the great Sioux Reservation, and upon the basis almost wholly of "grazing lands;" double quantity. At LVII-LVIII.

CROW RESERVATION, MONTANA.

A different plan has been adopted, whereby the surplus lands of the diminished reservation have been marked off in districts as nearly as possible by boundaries consisting of natural and physical features of the country, and the grazing lands within these several districts have been advertised and let to the highest bidder and permit agreements made with them for the privilege of grazing lands within said districts. . . .

On this basis,the Indians will secure nearly $30,000 per annum from the grazing of cattle on their surplus lands within their diminished reservation, whereas, under the

former practice and system, the largest amount secured was about $24,000 for grazing upon the reservation when it contained about 1,800,000 acres, more than is now within the diminished reservation. At LXI.

9A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1892).

Of course it is possible to continue the present reservation system and the exercise of guardianship over these people in the future as in the past for an indefinite period to come. The objections to this, however, are many and vital. The agency and reservation system has possibly accomplished some good in the past, and it has, at present, the possibility of benefit during the transition period, but certainly no wise man who understands the situation would venture even to suggest that the system should be made permanent. At 5.

Citizenship, accompanied by allotment of lands, necessarily looks toward the entire destruction of the tribal relation; the Indians are to be individualized and dealt with one by one and not en masse; they are to stand upon their own personal rights and be freed absolutely from the trammels of the tribe and the limitations of chieftaincy. At 6.

Of course this policy carries with it, of necessity, the destruction of the whole agency system and the abolition of the issuance of rations and supplies. After the Indians shall have become citizens it is expected that they will receive from the Government in cash whatever may be due them, and they will then necessarily depend upon their own intelligence for the expenditure of their own receipts.

Citizenship is simply opportunity. To confer upon an uneducated Indian, ignorant of the English language and unaccustomed to American ways, thefull privileges of liberty does not necessarily carry with it any advantage to him. It does not change his nature; confers upon him no new faculties; does not increase his intelligence; does not necessarily awaken any new desires, and may be practically a mockery. Where an individual wishes to become a citizen, and is eager for the advantages that citizenship brings with it, and has sufficient intelligence to adapt himself to his changed relations and to avail himself of his new privileges, as well as to perform satisfactorily his new duties, citizenship means very much. There are already among us tens of thousands of foreigners who have been naturalized and made citizens by the operation of the courts, who are in no sense qualified for their important duties, but who, on the contrary, are an element of weakness, if not of peril, to the country. It certainly is not desirable to add to this class of citizens any considerable number of blanket Indians who are made citizens only in name and not in fact. At 7.

The power of the agent in cases where land has been allotted—as, for instance, among the Sissetons, the Yankton, the Nez Percés, and elsewhere—is very limited indeed. Those under him are no longer his subjects, but citizens of the United States. He can not maintain an Indian police force or exercise any of the autocratic power to which he was accustomed when they were still merely wards ofthe nation. He is agent, therefore, in large part only in name, having the shadow of his office rather than its substance. To entirely discontinue the agency, however, and leave the people who have so long been accustomed to paternal guidance to their own resources would, in many cases, work great hardship. At 9.

By placing the superintendent of the school in charge of affairs, transferring to him something of the duties that have devolved hitherto upon the agent, and constituting him their chief counselor, director, and leader, the Indians would be spared many of the evils that might result from too hasty an abolition of the agency system. At the same time there would be the doing away of the agency proper and the saving of the expense connected with it. At 10.

Second. The Indians who, by taking allotments of land in severalty, have become citizens of the United States and thereby have passed under the jurisdiction and protection of the laws and courts of the States and Territories in which they reside. They number about 30,738. Also those to whom allotments in severalty are about to be made, numbering about 26,691, and about 25,636 more who are now in the act of receiving their allotments. At 26.

COMMISSIONS AND NEGOTIATIONS FOR REDUCTION OF RESERVATIONS

The Indian appropriation act approved March 3, 1891 (26 Stats., 1010), contained the following provisions:

To enable the Secretary of the Interior, in his discretion, to negotiate with any Indians for the surrender of portions of their respective reservations, any agreement thus negotiated being subject to subsequent ratification by Congress, $15,000, or so much thereof as may be necessary.

Pyramid Lake Reservation, Neb.—An agreement was negotiated with the Pah-Ute Indians residing upon the Pyramid Lake Reservation in Nevado on October 17, 1891, for the surrender of the southern portion thereof,

embracing the town of Wadsworth. It was transmitted to this Office October 30, 1891, and reported to the Department December 5, 1891, with full explanations as to its provisions. The President transmitted it to Congress on January 11, 1892.

It appears that this agreement was not satisfactory to the Senate, and as the people of Nevada desire further reduction of the Pyramid Lake Reservation and the restoration to the public domain of the entire Walker River Reservation in that State,. . .at 74.

Colville Reservation, Wash.– The agreement negotiated by this commission, to which reference was made in my last annual report, was transmitted to Congress at the beginning of the last session, accompanied by the draft of a bill to ratify the same, notwithstanding the fact that certain of the provisions of the agreement were somewhat unsatisfactory.

In reporting upon the bill the Senate Committee on Indian Affairs, (Senate Report 664, Fifty-second Congress, first session) took the ground that as this reservation was established by executive order, it could be restored without the consent of the Indians.

Upon that ground Congress, instead of ratifying or rejecting the agreement, passed an act vacating and restoring to the public domain that portion of the reservation which the Indians had agreed to sell, the lands so vacated and restored to be opened to settlement and entry by proclamation of the President. The act provides that the net proceeds of the lands shall be set apart in the Treasury of the United States, subject to further appropriation by Congress for public use, but until so

otherwise appropriated shall be subject to expenditure by the Secretary of the Interior in the building of schoolhouses, the maintenance of schools for the Indians, the payment of such part of the local taxation as may be properly applied to the lands allotted to such Indians, and in such other ways as he may deem proper for the promotion of education, civilization, and self-support among said Indians. The act became a law without the approval of the President.

It is a matter of regret that this new position was not taken by Congress before thenegotiations were authorized, instead of after the Indians had given their consent to the restoration of lands upon terms and conditions which have been wholly ignored in the act. The Indians were thus led to believe that their consent was necessary and that they could dictate the terms, and may feel aggrieved because the negotiations have been repudiated and their rights denied. At 76.

Yankton Reservation, S. Dak., and Siletz Reservation, Oregon.–Under the provisions of a clause contained in the Indian appropriation act approved July 13, 1892, (see page 720), a commission, consisting of J.C. Adams, South Dakota, W.L. Brown, Chicago, and J.J. Cole, St. Louis, has been appointed to negotiate with the Indians of the Yankton Reservation, S. Dak.; also a commission, consisting of H. H. Harding, of Missouri, and Reuben P. Boise and William H. Odell, of Oregon, has been appointed to negotiate with the Indians of the Siletz Reservation, Oregon. Their mission is to obtain from the Indians the surrender of such surplus lands as they may choose to dispose of, any agreements negotiated to be subject to ratification by Congress. At 77.

Cherokee Outlet.—By far the most important agreement that has been negotiated by the Cherokee Commission is that with the Cherokee Nation for the cession of its rights, title, and interest in the tract of country known as the "Cherokee Outlet" (sometimes improperly called "Cherokee Strip"). This agreement was negotiated with commissioners on the part of the Cherokee Nation December 19, 1891, and was ratified by an act of the Cherokee council approved January 4, 1892. At 79.

The ratification of this agreement would make available for public settlement something over 6,000,000 acres of land, a part of which is reported to be the best agricultural land in that section of the country. From all parts of the United States inquiries have come to this office as to the probability of the outlet being opened to settlement at an early date; and the office is informed that for over two years (ever since the first settlements were permitted in Oklahoma), a large number of people have been waiting on the southern boundary of Kansas for the opening of the lands of the outlet. At 80.

DISPOSITION OF RESERVES OPENED TO SETTLEMENT.

The following schedule shows the disposition of the lands embraced within th[illegible]nne and Arapaho Reservation, Okla., and the [illegible]nd Wahpeton (Lake Traverse) Reservation, in North Dakota and South Dakota:

CHEYENNE AND ARAPAHO RESERVATION.

	Acres.
Allotted	529,682.06
Opened to settlement	3,500,562.05
Reserved for school lands	231,928.55
Reserved for military, agency, and other Government and mission purposes	32,343.93

SISSETON AND WAHPETON (LAKE TRAVERSE) RESERVATION.

	Acres.
Allotted	310,711.06
Opened to settlement	573,872.26
Reserved for school purposes	32,840.25
Reserved for church, school, agency, etc., purposes	1,347.01

At 81.

Another reason for the increase of business is the breaking up of reservations and the allotment of lands. During the past three years more than 24,000,000 acres of Indian lands have been restored to the public domain, and the amount of office work involved in preparing instructions for commissions, examining their accounts, and reporting upon their labors, as well as in allotting lands, has been very great. At 136.

In reviewing the past three years and looking forward to the future, I venture to suggest the following as my mature conclusions:

First. The present policy of dealing with the Indians, which is all summed up in the one word citizenship, should be accepted as final, and should be carried into execution as rapidly as practicable. The one great thought which should dominate Indian administration is that the end is in sight, and that everything reasonable should be done to hasten the winding up of the affairs of the Indian Bureau. At 140.

SIR: Referring to your communication dated August 12, 1892, I have the honor to briefly give my views in compliance therewith.

The result of my observations upon the practical working of the general allotment law since I took charge of this agency is favorable to the system, though some changes might be made that would encourage the allottee and harm no one.

Nearly all the adult male allottees reside with their families on their allotments. The older ones have their patches of corn and potatoes, while the young men are manifesting a disposition to farm more extensively, many of them, however, preferring to raise stock (horses being their choice) to cultivating the soil.

Not less than two thirds of the allotments are to minors and older people

who can not make use of them, and with the facilities within the reach of the balance 160 acres is all then can handle for a few years, in consequence of which thousands of acres must necessarily remain in a wild state for an indefinite time, the owners receiving no benefit whatever until some practical law is enacted permitting the parents or guardians to lease these lands for a longer period than three years, as no sane man cares to take land to cultivate or to make the necessary improvements for the protection of stock in this extreme climate for so short a term; and for these purposes but a few applications for leases have been made, and these upon learning the law became disheartened and abandoned the project.

Most of the allottees who have come under my notice appreciate their privileges and realize their obligations as citizens; but being citizens and subject to the laws of the State, they do not like to recognize that an agent has any authority. But most of them are willing to listen to advice and in many cases profit by it where they have differences, knowing that a lawsuit would be expensive. In the past few weeks a number of separations of young married men and women have been amicably settled at the agent's office, peace and harmony now prevailing at their homes. Some of these were caused by jealousy, others by strong drink.

None of these allottees have yet exercised the right of franchise, but there is a manifest growing pride among them in anticipation of the privileges of voting this fall. And I believe they will be as free from bribery and corrupt influences as their white neighbors.

Tribal ties are fast becoming extinct, and only on our national holidays and when called together by the agent do we see any considerable number of tepees in a group.

I have not learned of any trouble existing between the white settlers and allottees on this reservation, and believe the intermingling of whites and Indian farmers will have a good effect. At 191.

REPORT OF SISSETON AGENCY.

Sisseton Agency, S. Dak., *September 26, 1892.*

SIR: In compliance with instructions I have the honor to submit my annual report of affairs at this agency.

Arriving here about May 1, we began listing the public property, and, much of it being old, worn out, and scattered, one month was taken up in completing the invoice, after which, on June 1, 1892, I assumed charge of the agency, and having only had control thirty days at the end of the fiscal year, I must confine my report principally to statistics up to June 30, and will have to run into the present year for observation and experience.

The Reservation and Indians.– The Sisseton and Wahpetons no longer hold their land in common, having taken allotments in severalty, and on April 15 of the present year this reservation was thrown open for settlement under the homestead law, and to-day the houses of white settlers dot the prairie in every direction, while a number of towns have sprung into existence, and the red and the white men will hereafter harvest their crops and herd their stock side by side, and when, as the wheels of progress roll on and churches and schoolhouses take the place of the old time dance houses–which last are already unpopular among these honest people–it will be forgotten they were once classed with savages. It is true that on occasions like the Fourth of July a few of the older and middle aged Indians like to celebrate, and no other amusement for them is encouraged by their white neighbors who flock here by the hundreds to witness the strange custom. The grass dance is indulged in as it was this year not far from the

agency grounds, but aside from the quiet, weird manner of the dance, peace and harmony prevailed throughout. I would recommend that in the future the Department invest a few hundred dollars on our National holiday for fireworks and a big dinner, omitting the old custom, and show these people that the Government appreciates their loyalty in celebrating the National birthday.

In this connection I desire to say that there is with the introduction of whites on this reservation, yet a worse enemy to the red man than the dance. It is alcohol. Its evil effects were manifest during the payment of two weeks ago. As it likewise was at the beginning of the pending annuity payment, andnot having been granted a sufficient police force to meet and put down theevil, I was obliged to call for volunteers who are doing their duty well and ought to be paid for it. And I do not see why an agent should not have the same protection during a payment this year that a special disbursing agent received last year.

Although not occurring in the fiscal year 1892, I can not refrain from making honorable mention of the death August 26, 1892, of the noted chief, Gabriel Renville, who was leader of the friendly Indians at the time of the outbreak in 1862, and whose loss will be felt greatly both by the Sissetons and white people. At 469.

9B. REPORT OF THE SECRETARY OF INTERIOR, H. EXEC. DOC. 52ND CONG., 2D SESS. VOL. 12 (1892-93).

Large areas of land held in reserve for Indian purposes have been restored to the public domain. Agreements negotiated with fourteen Indian tribes have provided for restoration to the public domain of nearly 26,000,000 acres, and a great bulk of this vast property has already been opened to public settlement. Other agreements negotiated are pending in Congress, and when ratified will add 10,000,000 acres at least for the same purpose. . . .As a part of the work of reduction of Indian reservations, 9,000,000 acres of the lands formerly occupied by the great Sioux Nation of Indians in North and South Dakota have been opened as public domain, and the beginning of the disintegration of the tribal status of that great and warlike nation of Indians has been made by dividing the 21,000 members composing it into five smaller bands, and locating them on separate and reduced reservations.

The same process of reduction of Indian reservations is

in progress in other sections of the country, where large areas of land are yet reserved for Indian occupancy. At VII.

RESERVATIONS AND TRIBES BROKEN UP.

The reservation system and the continuance of tribal relations have been broken to such a degree that what remains of these obstacles to the Indian's progress is light and easily removed. The reservations have been purchased and converted into settlements after due allotments to the Indians in sufficient quantities to enable them each to have a farm, and this, with a constant suppression of the influence attempted to be exercised by chiefs or head men, has developed among these people a sense of the importance of the individual, an appreciation of his power to take care of himself andof the necessity that it should be exerciese. At VIII.

One grand result of the purchases of Indian lands has been the establishment of the territory of Oklahoma.

The great self-control exhibited at the three several openings to settlement that have occurred, by the great multitudes who rushed in to locate upon their respective quarter-sections, in each instance between noon and dark, displayed the respect our people have for law and order even under the most extraordinary and trying circumstances; and the rise of this populous and thriving territory, organized upon a domain that was an uncultivated waste when your administration began, will form, with all its incidents, an interesting chapter in the history of our country.

There have been negotiated agreements with Indians for the purchase of at least 10,000,000 acres, to be added to this territory, the most recent being that of the Kiowas

andthe most important that for the Cherokee Strip. If these are ratified at the approaching session of Congress, and the same prosperity attends the additions that has marked the present territory, it must be but a few years certainly before Oklahoma becomes a state in the Union. At IX.

Since the 4th of March, 1889, more than 24,000,000 acres of Indian lands, released by the Indians of their right of occupancy, have been restored to the public domain and opened to settlement, to become the homes of pioneer settlers. In addition, a number of agreements have been negotiated which, when raitified, will swell the total area to over 30,000,000 acres of land, heretofore reserved and uncultivated, made available for productive use. During the same time 12,273 allotments in severalty have been made to Indians and 7,248 patents have been issued and delivered to Indian allottees, and others are in course of preparation.

The negotiations for relinquishment of portions of reservations and allotments of land have involved many delicate questions and a great amount of work by the department and the Indian bureau. At XXXIII.

NEGOTIATIONS WITH THE INDIANS.

Important negotiations were conducted and in progress with Indian tribes during the past fiscal year, and others have been recently inaugurated under provisions of law providing therefor, which are briefly referred to as follows: at XXXIX.

SHOSHONE INDIAN COMMISSION.

The Department has been for some time in possession

of information to the effect that the Indians occupying the Shoshone or Wind River Reservation, Wyo., desired to take their lands by allotment and dispose of a portion of their reservation to the United States. The whites looking to the development of that State were anxious that negotiations be opened with the Indians for the surrender of a portion of their reservation.

It appears that the people of Wyoming are not satisfied with the quantity of land proposed to be ceded, and asked congress to reopen negotiations in order that an opportunity may be afforded the Indians to make further cessions. At XLII.

PYRAMID LAKE COMMISSION

The fact that the town of Wadsworth, Nev., is located within the boundaries of the Pyramid Lake Indian Reservation; that many whites have settled therein along the fertile bottoms of the Truckee River; that about one-fourth of the Indian population of the reservation have settled in and around the town; and that it was desirable to settle the disturbed condition of affairs there, led to the appointment of a commission as provided in a clause contained in the Indian appropriation act of March 3, 1891, to negotiate with the Pah-Ute Indians of that reservation for the surrender of the southern portion thereof, to embrace the said town. The commission, consisting of Ebenezer J. Ormsbee, Cyrus Beede, and William A. Morgan, met at Wadsworth, Nev., on September 12, 1891, pursuant to approved instructions, to enter upon the discharge of the duties assigned it.

An agreement was concluded, October 17, 1891, with

the Pah-Ute Indians of the said reservation for the surrender of the southern portion thereof, which was submitted to Congress on January 11, 1892, forits consideration and action. That the agreement appears not to be satisfactory to the people of the State of Nevada, who desire the Indians of that reservation to surrender a larger protion thereof, and also that the Indians occupying the Walter River Reservation in that State surrender and relinquish the whole of it to the United States. Accordingly, a bill in lieu of one to ratify said agreement was introduced into and is now pending before Congress to vacate and restore a larger portion of the Pyramid Lake Reservation and the entire Walker River Reservation to the public domain, the same, if it shall become a law, to be presented to the Indians of the respective reservations for their acceptance and consent. At XLII-XLIII.

YANKTON RESERVATION, S. DAK.

A commission consisting of J. C. Adams, South Dakota; W.L. Brown, Chicago, and John J. Cole, St. Louis, has been appointed under authority of a provision contained in the Indian appropriation act approved July 13, 1892 (Public No. 119), for the purpose of opening negotiations with the Indians of Yankton Reservation, South Dakota, for the surrender of their surplus lands, allotments having been completed to the individuals of the bands, any agreement concluded to be subject to ratification by Congress. This commission has been instructed to meet at Yankton Agency on October 1, 1892, and enter upon its duties. At XLIV.

COLVILLE COMMISSION

Mark A. Fullerton, of Colfax, Oregon; William H.H. Dufur, of Dufur, Oregon, and James F. Payne, of Alma, N.C., were appointed as commissioners to determine the correct location of the northern line of the Warm Springs Reservation in Oregon, and also to negotiate with the various bands of Indians occupying the Colville Reservation, Wash., for the surrender of such portion thereof as they might choose to dispose of. Both duties were discharged by the commission, and an agreement was concluded with the Indians of the Colville Reservation whereby they ceded to the United States the northern half of their reservation, embracing about 1,500,000 acres, for a consideration of $1,500,000. The report of the commission, their proceedings, and the agreement negotiated, were submitted to Congress at the beginning of its last session, accompanied by a draft of a bill to ratify thesame, although certain provisions of the agreement were somewhat unsatisfactory to theDepartment. That body, when the agreement came before it for consideration, took the ground that as that reservation had been established by Executive order, it could be restored to the public domain without the consent of the Indians, and passed an act vacating and restoring to the public domain that portion of the reservation which the Indians had agreed to cede, the same to be thrown open to settlement and entry by proclamation of the President. This act becomes a law without the approval of the President.

The act provides that the net proceeds of the lands so restored shall be set apart in the Treasury of the United States for the time being, but subject to such future appropriation for public use as Congress may make, and that until so otherwise appropriated may be subject to expenditure by the Secretary of the Interior from time to

time for certain specific purposes for their benefit, and in the promotion of education, civilization, and self-support among the said Indians.

The action of Congress in relation to this reservation constitutes legislative declaration as to the status of Executive order reservations. It is to be regretted that this declaration was not made prior to the appointment of a commission to treat with the Indians occupying this reservation for a relinquishment of a portion of it, for by the fact that a commission was sent to negotiate with them the Indians were led to believe through the councils held by the Co mmission that they possessed title to the land and ought to be consulted as to the disposal thereof. The fact that their supposed rights have been ignored and that a portion of their reservation has been vacated and restored without their consent may cause them to feel sorely aggrieved when the land shall be opened to settlement after the survey thereof. At XLV-XLVI.

CHEROKEE COMMISSION.

The Kickapoo agreement was concluded September 9, 1891, and by the terms thereof the Indians cede to the United States the lands embraced in their reservation in Oklahoma, with the provision that out of the reservation thus ceded a tract of 80 acres shall be allotted toeach member of the tribe, native or adopted, selections to be made within ninety days after ratification of the same;. . .

By the terms of the agreement concluded with the Tonkawa Indians on October 21, 1891, they cede to the United States their reservation of about 90,710.89 acres. At XLVII.

By terms of agreement with the Wichitas they cede about 574,000 acres of land and are to receive allotments of 160 acres each, and to be paid what Congress may allow. The bill to ratify this agreement is pending in Congress.*

CHEROKEE OUTLET.

The most important agreement negotiated by the Cherokee Commission is that concluded December 19, 1891, with the Commissioners on the part of the Cherokee Nation and ratified by an act of the Cherokee council approved January 4, 1892, whereby that nation cedes its rights, title, and interest in the tract of country known as the Cherokee Outlet. At XLVIII.

. . . the commission which was appointed to treat with the Crow Indians in Montana for the cession of a portion of their reservation, induced these Indians in the agreement concluded with them December 12, 1890,. . .at LIV.

Of the appropriation for 1892, $9,614,898.37 for various cessions of Indian lands is reimbursable to the United States, the lands being subject to homestead entry only, as under the seventh section of the act of February 13, 1891, settlers upon the Iowa and Sac and Fox ceded lands in Indian Territory are required to pay $1.25 per acre in addition to the fees provided by law (26 Stats., 759). Under the sixteenth section of the Indian appropriation act of March 3, 1891, settlers upon the Pottawatomie, Absentee Shawnee, and Cheyenne and Arapaho ceded lands, in Indian or Oklahoma Territory, are required to pay $1.50 per acre in addition to the fees provided by law (26 Stats., 1026). Under the twenty-second section of the same act settlers upon the Coeur d'Aléne ceded lands in

Washington, Idaho, and Montana are required to pay $1.50 per acre in addition to the fees provided by law (page 1031).

Under the twenty-fifth section of the same act, settlers upon the Fort Berthold Reservation in Dakota, ceded by the Arickarees, Gros Ventres, and Mandans, are required to pay $1.50 per acre in addition to the fees provided by law (page 1035). Under the twenty-eighth and thirtieth sections of the same act, religious societies and settlers upon the ceded lands of the Sisseton and Wahpeton bands of Sioux Indians in Dakota are required to pay to the United States $2.50 per acre for the land taken by them (page 1039). Under the thirty-fourth and thirty-fifth sections of the same act, settlers upon the Crow Indian ceded lands in Montana and religious societies are required to pay $1.50 per acre in addition to the fees provided by law for all land taken by them. At LVI–LVII.

10A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1893)

COMMISSIONS AND NEGOTIATIONS FOR REDUCTION OF RESERVATIONS.

Shoshone Reservation, Wyoming.—Under the provisions of a clause contained in the Indian appropriation act approved March 3, 1891 (26 Stats., 1010), the Secretary of the Interior appointed three commissioners to negotiate with the Indians of Shoshone or Wind River reservation in Wyoming for the surrender of a portion of their reserve.

Pyramid Lake Reservation, Nevada.—As stated in office report for the year 1892, an agreement was negotiated

October 17, 1891, with the Pah Ute Indians residing upon the Pyramid Lake Reservation in Nevada, for the surrender of the southern portion of the reservation embracing the town of Wadsworth. At 30.

It appears that this agreement was not satisfactory to the Senate; and as the people of Nevada desired further reduction of the Pyramid Lake Reservation and the restoration to the public domain of the entire Walker River Reservation in that State, this office, July 9, 1892, submitted to the Department draft of a bill, in lieu of the bill to ratify the said agreement, which was introduced in the Senate as bill No. 3459. It provided for vacating and restoring to the public domain the entire Walker River Reservation and a greater proportion of the Pyramid Lake Reservation than that ceded in the agreement. At 31.

Siletz Reservation, Oregon.—October 1, 1892, an agreement was concluded with the Indians of this reservation, whereby they ceded to the United States, for the sum of $100,000, all their claim, right, title, and interest in and to all the unallotted lands of the reservation, except five sections of timber land, the amount ceded being about 178,840 acres.

Nez Percé Reservation, Idaho.—May 1, 1893, an agreement was concluded with the Nez Percés in Idaho, by which they ceded to the United States all their unallotted lands (except some 30,000 acres of timber) for the sum of $1,626,222 and certain other considerations. The agreement has not yet been submitted to you for transmittal to Congress.

Yankton Reservation, S. Dak.—The report of the

Yankton Commission, dated March 31, 1893, and filed in the Department May 27, 1893, submitted an agreement concluded with the Yankton Sioux Indians December 31, 1892, by which they ceded to the United States all their surplus lands, some 168,000 acres, for the sum of $600,000 plus $20 for each male adult of the tribe. At 32.

Cherokee Outlet.—The agreement with the Cherokee Nation for the cession of all its right, title, and interest in and to the lands known as the "Outlet," concluded December 19, 1891, and ratified by the Cherokee Council January 4, 1892, was ratified and confirmed by Congress March 3, 1893 (27 Stats., 312), . . .It also provides that the ceded unreserved lands in the Tonkawa and Pawnee reservations shall be opened to settlement at the same time that the lands in the Outlet are opened and in like manner. These three agreements for the cession of lands in Oklahoma will result in opening to public settlement under thehomestead laws, and to disposition as school lands, some 6,361,135 acres. At 33.

10B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC., 53rd CONG., 2d SESS. VOL. 13 (1893-94)

CHEROKEE OUTLET.—A most important work of the General Land Office has been performed since June 30, 1893.

By the act of March 3, 1893, provision was made for the disposal of the lands known as the Cherokee Outlet. The tract of land made subject to disposal under said act embraced an area of 6,500,000 acres. The act of Congress changed, in some respects, the provisions of the original negotiation with the Indians, and before the Department

could take steps to open the land it was necessary to await approval by the Indians of the terms of the act of Congress, and the formal execution of the contract in pursuance thereof. At X.

THE CHEROKEE INDIAN ALLOTMENTS.—The act of Congress providing for the purchase of the Cherokee Outlet also provided for allotments to be made to not more than 70 Indians on account of improvements already placed upon the land to be opened. At XII.

KICKAPOO PURCHASE.—Under an agreement, approved March 3, 1893, allotments are to be made in severalty to the Indians belonging to the Kickapoo tribe. Each allotment is to consist of 80 acres. The population of the tribe numbers 325. The area of the reservation is 206,466 acres. The allotment will soon be completed, and will leave 175,000 acres of magnificient land to be opened for settlement. It is claimed that no land heretofore opened surpasses it in value for agricultural purposes.

COMMISSIONS AND NEGOTIATIONS FOR REDUCTION OF RESERVATIONS.—The Commission to reopen negotiations for the cession of a portion of the Shoshone Reserve in Wyoming failed to reach an agreement with the Indians.

A bill is now before Congress providing for the procurement of the consent of the Indians for the restoration to the public domain of the Walker River Reservation in Nevada; also, the reduction of the Pyramid Lake Reservation to a greater extent than was contemplated in the agreement made with the Pyramid Lake Indians October 17, 1891, which agreement failed of

ratification by the Senate.

An agreement, dated October 1, 1892, with the Siletz Indians in Oregon, ceding for $100,000 about 178,840 acres, was submitted to Congress, but not acted upon.

An agreement with the Nez Percés in Idaho, dated May 1, 1893, for the cession for $1,626,222 of about 542,074 acres, has not yet been transmitted to Congress.

The same is true of an agreement dated December 31, 1892, with the Yankton Sioux, ceding some 168,000 acres for $600,000 plus $20 for each male adult of the tribe. At XXI.

March 3 last, Congress ratified three agreements made by the Cherokee Commission: the agreement of October 21, 1891, made with the Tonkawas in Oklahoma; the agreement of November 23, 1882, with the Pawnees, by which they ceded all their reservation, subject to allotment of lands in severalty, for $1.25 per acre; the agreement of December 19, 1891, with the Cherokees, for the cession of Cherokee Outlet, containing a provision for the making of about seventy allotments thereon. The lands covered by these three agreements were thrown open by Presidential proclamation at 12 o'clock noon, September 16, 1893. They aggregate some 6,361,135 acres.

The Chippewa Commission has succeeded, up to September 1, 1893, in removing 643 Chippewas to the White Earth Reservation; 85 others after removal returned to their former homes. Allotments of 80 acres each have been made at White Earth to 2,209 Indians.

The agreement concluded with the Turtle Mountain Chippewas for the cession of a large tract in North Dakota failed of ratification by the last Congress. At XXI-XXII.

11A. ANNUAL REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1894)

. . . but of recent years Congress has been in the habit of attaching to this act agreements with various Indian tribes and of ratifying them therein, instead of ratifying them in separate acts, as in former years. This adds to what is called an appropriation for the Indian service large sums which are really payments for lands purchased by the Government primarily for the benefit of its white citizens. At 2.

ALLOTMENTS AND PATENTS.

The progress made in allotment work since the last annual reports is as follows:

ON RESERVATIONS.

Patents issued last year have been delivered to the following Indians:

Sisseton and Wahpeton Sioux in North Dakota and South Dakota	1,339
Medawakanton Sioux on Devils Lake Reservation in North Dakota	773
Tonkawas in Oklahoma	73

Patents have been issued and delivered to the following Indians:

Pottawatomies in Kansas	151
Pawnees in Oklahoma	821
Klamath River Indians in California	125
Iowas in Kansas and Nebraska	143

Chippewas, Lac du Flambeau Reservation in Wisconsin (under treaty of 1854)	85
Chippewas, Bad River Reservation in Wisconsin (under treaty of 1854)	37
Winnebagoes in Nebraska	795

Allotments have been approved by this office and the Department, and patents are now being prepared in the General Land Office for the following Indians:

On Yankton Reservation, South Dakota	1,171
Siletz Reservation in Oregon	536
Chippewas of LacCourt d'Oreilles Reservation in Wisconsin (under treaty of 1854)	118
Chippewas of L'Anse and Vieux de Sert in Michigan (under treaty of 1854)	176

Schedules of the following allotments have been submitted by this office for the approval of the Department:

Nez Perces in Idaho	1,665

Schedules of the following allotments have been received in this office, but have not been finally acted upon:

Kickapoos in Oklahoma	276
Yakimas in Washington	1,851

At 19-20.

NONRESERVATION INDIANS.

Allotments.—The work of making allotments to nonreservation Indians has been continued in the field by Special Allotting Agent Bernard Arntzen. He has made 361 allotments since receiving his instructions, July 17, 1893. At 23.

AGREEMENTS WITH INDIANS.

Siletz, Yankton, and Nez Perces.—The agreement concluded with the Siletz Indians in Oregon, October 1, 1892, that with the Yankton Sioux in South Dakota, concluded December 31, 1892, and that with the Nez Perces in Idaho, concluded May 1, 1893, referred to in my last annual report, were ratified by the act of Congress approved August 15,1894—the Indian appropriation act. Under these agreements some 880,000 acres of land will be restored to the public domain for disposition as provided in said act. At 26.

Pyramid Lake and Walker River.—That agreement has not been ratified, but Senate bill No. 99, Fifty-third Congress, second session, now pending, provides for vacating and restoring to the public domain the entire Walker River Reservation, and also a portion of the Pyramid Lake Reservation, which portion embraces a larger extent of territory than it included in the agreement. At 26-27.

11B. REPORT OF THE SECRETARY OF THE INTERIOR (1894) H. EXEC. DOC., 53rd CONG., 3rd SESS. VOL. 14 (1894-95)

There are two means chiefly relied upon—education and allotments of land in severalty.

I do not question the advisability of allotting land to Indians in severalty, but I do most seriously question the propriety of this course before the Indians have progressed sufficiently to utilize the land when taken. The allotments should be made to the Indians in severalty for the good of

the Indians, forthe advancement of the Indians, not for the purpose of obtaining land connected with the Indian reservation to satisfy the insatiable desire of border men, who obtain it frequently, not for homes, but for speculation.

I urge a treatment of Indian land based solely upon the purpose of realizing from it for its owners the highest possible value. What is best for the Indians—to keep their land or to sell it? If the members of a tribe have reached a state sufficiently civilized to be able to progress still further by selling a portion of their land, then sales should be made; but the land should not be purchased from the Indians at the best bargain the United States can make. It should be sold for the Indians by the United States, the Department acting as a faithful trustee, and obtaining for the Indians every dollar the land will bring.

The policy of the Government and of the Department should be to recognize the land of the Indian reservation as the property of the particular Indians who own it. The different lands should be studied to see how best their value can be increased, and how they can be rendered most profitable. There are ample public lands in the United States for home-seekers; can we not be satisfied to allow to be administered in behalf of the Indians the little we have left them? At III-IV.

ALLOTMENTS AND PATENTS.—The progress made in allotment work since the last annual report is as follows:

ON RESERVATIONS—Patents issued last year have been delivered to the following Indians:

Sisseton and Wahpeton Sioux in North Dakota and South Dakota . 1,339
Medawakanton Sioux on Devils Lake Reservation in North Dakota . 773
Tonkawas in Oklahoma 73

Patents have been issued and delivered to the following Indians:

Pottawatomies in Kansas 151
Pawnees in Oklahoma 821
Klamath River Indians in California 125
Iowas in Kansas and Nebraska 143
Chippewas, Lac du Flambeau Reservation in Wisconsin (under treaty of 1854) 85
Chippewas, Bad River Reservation in Wisconsin (under treaty of 1854) 37
Winnebagoes in Nebraska 795

Allotments have been approved by the Indian Office and the Department, and patents are now being prepared in the General Land Office for the following Indians:

On Yankton Reservation, South Dakota 1,171
Siletz Reservation in Oregon 536
Chippewas of Lac Court d'Oreilles Reservation in Wisconsin (under treaty of 1864) 118
Chippewas of L'Anse and Vieux de Sert in Michigan (under treaty of 1854) 176

Schedules of the following allotments have been submitted by the Indian Office for the approval of the Department:

Nez Perces in Idaho 1,665

Schedules of the following allotments have been received in the Indian Office, but have not been finally acted upon:

Kickapoos in Oklahoma 276
Yakimas in Washington 1,851

At VIII-IX.

AGREEMENTS.—The agreements concluded in 1892 and 1893 with the Nez Perces, Yankton Sioux, Yuma, and

Siletz Indians, were ratified by the last session of Congress, and will result in restoring to the public domain some 921,000 acres of land. At IX.

The opening of the Cherokee Outlet, by which 6,500,000 acres of land were added to the public domain, was fully treated in last year's report, although the actual opening occurred during the present fiscal year. At XXXIX.

OPENING THE INDIAN RESERVATIONS.—The governor is of the opinion that the allotment to the Indians, in severalty, of certain of the lands embraced within the Uintah and Uncompahgre reservations, and the opening for settlement and sale of the remaining lands, will prove of untold advantage and wealth to the new State. At XL.

12A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, H. EXEC. DOC. 54TH CONG., 1ST SESS. VOL. 15 (1895-96).

You will notice that for three successive years the appropriations for Indian education have been reduced.

There are over a quarter of a million Indians in the United States, and the unquestioned policy of the Government is their civilization and final absorption into the great body of the nation. At 16.

OPENING OF CEDED LANDS.

May 16, 1895, the President issued proclamations opening to settlement the surplus lands in the following

reservations: Kickapoo, Okla., Siletz, Oreg., and Yankton, S. Dak. This was in accordance with the agreements with the respective Indians, ratified, the first by the act of Congress approved March 3, 1893 (27 Stats., 557), and the last two by the act approved August 15, 1894 (28 Stats., 286). The Kickapoo Reservation was opened May 23, 1895, the Yankton May 21, 1895, and the Siletz July 25, 1895.

The checks for the first payment to the Nez Perces (except in cases where payment is suspended for letters of guardianship, etc.) have been transmitted to the agency for delivery to the Indians entitled thereto; also 1,575 patents to be delivered to allottees. This is in accordance with the agreement ratified by the act of August 15, 1894 (28 Stats., 286). It is expected that all preliminary requirements of the agreement will be complied with so as to permit the opening of the ceded lands by October 1, if the Department so desires. At 24.

Unitah and Ouray reservations, Utah.—Section 20 of the Indian appropriation act approved August 15, 1894 (28 Stats., 286), authorizes the President to appoint a commission of three persons to allot in severalty to the Uncompahgre Indians within their reservation in the Territory of Utah agricultural and grazing lands according to the treaty of 1880 (21 Stats., 200). Said section also requires the commissioners, as soon as practicable after their appointment, to report to the Secretary of the Interior what portions of the reservation are unsuited or not required for allotments, "and thereupon such portions so reported shall, by proclamation, be restored to the public domain and made subject to entry."

Section 21 provides that the remainder of the lands on that reservation shall, upon the approval of the allotments by the Secretary of the Interior, be immediately opened to entry under the homestead and mineral laws of the United States. At 32.

12B. REPORT OF THE SECRETARY OF THE INTERIOR H. DOC. 54th CONG., 1st SESS. VOL. 14 (1895-96)

The appropriation for 1895 contained various sums, aggregating $4,017,482.85, for payments for lands purchased from Indian tribes; . . .at VII.

The area of public lands undisposed of at the close of the fiscal year amounted to 599,083,495 acres. This aggregate does not include Ohio, Indiana, and Illinois, in which a few isolated tracts may remain. It is also exclusive of Alaska, containing approximately 370,000,000 acres, and military and Indian reservations, reservoir sites, and timber reserves, which may in the future be added to the public domain. At XVII.

13A. ANNUAL REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1876)

OPENING OF CEDED LANDS.

The ceded lands within the Nez Perces Reservation in Idaho were opened to settlement November 18, 1895, by proclamation of the President, dated November 8, 1895. At 29.

Crow, Flathead, Northern Cheyenne, Fort Hall, Uintah, and Yakima.—The Indian appropriation act for the current fiscal year authorizes the appointment by the Secretary of the Interior of a commission to consist of three persons, not more than two of whom shall be of the same political party and not more than one of whom shall be resident of any one State, to negotiate with the following Indians, viz: The Crow and Flathead Indians in Montana for the cession of portions of their respective reservations; the Northern Cheyennes and Crows for the removal of the Northern Cheyennes from their present reservation on the Rosebud River to the southern portion of the Crow Reservation; the Indians of the Fort Hall Reservation in Idaho, the Uintah Reservation in Utah, and the Yakima Reservation in Washington, for the surrender of any portions of their respective reservations, and for such modification of existing treaties with them as may be deemed desirable by the Indians and the Secretary of the Interior; any agreement thus negotiated to be subject to ratification by Congress. At 32.

MINERAL ENTRIES ON THE NORTH HALF OF COLVILLE RESERVATION, WASH.

By the act of Congress which became law without the President's approval on July 1, 1891 (27 Stat. L., 62), it was provided that after the lands should have been surveyed and allotments made to the Indians who elected to remain on the north half of the Colville Reserve, that portion of the reservation should, by proclamation of the President, be restored to the public domain, and be

disposed of under the general laws applicable to the disposition of public lands. As the required surveys havenot been completed such Executive proclamation has not yet been issued.

However, the opinion has prevailed among settlers and miners in that locality that there were valuable mineral deposits, particularly of gold, in the north half of that reserve. Congress accordingly anticipated the Executive action provided for in the aforesaid act of July 1, 1891, by passing the act approved February 20, 1896 (29 Stat. L., 9), which authorized mineral locations and entries at once on that portion of the reserve. At 83.

13B. REPORT OF THE SECRETARY OF THE INTERIOR (1896) H. EXEC. DOC. 54TH CONG., 2d SESS. VOL. 12 (1896-97).

The public domain is under the charge of the General Land Office, and has been since the creation of that Bureau in 1812. At V.

The national domain is the whole area, land and water, lying within the national boundaries known as the United States.

The public domain, or public lands—the property of the nation, and subject to legislative control and disposition by Congress alone—is the area known as public lands acquired by treaty, capture, cession by States, conquest orother acquisition, and purchase. At VI.

It is also exclusive of military and Indian reservations, reservoir site and timber reservations, and tracts covered

by selections, filings, railroad grants, andclaims as yet unadjudicated, a part of which may in the future be added to the public domain. At VII.

The estimated area of all existing Indian reservations on the public domain is 84,418,562 acres, . . .at X.

CHIPPEWA LANDS IN MINNESOTA.– –The act of January 14, 1889 (25 Stat. L., 642), made provisions for obtaining the cession of the greater part of the reservations occupied by the Chippewa Indians in the State of Minnesota, for the examination of the ceded lands for the purpose of classifying them as either "pine" or "agricultural" lands, and for the disposition of the two classes of lands.

The reservations coming within the provisions of the act are twelve in number, and the ceded portions thereof are estimated to embrace 3,500,000 acres, . . .at XX.

The territory now occupied by the Indians in this country is estimated at about 85,000,000 acres, ample for their needs,. . .at XXXVI.

Opening of Ceded Lands.– Ceded lands within the Nez Perce's Reservation in Idaho were opened to settlement November 18, 1895, by Presidential proclamation. At XLII.

COMMISSIONS.

The Crow and Flathead Indians in Montana for the cession of portions of their respective reservations; the Northern Cheyennes and Crows for the removal of the Northern Cheyennes from their present reservation on the

Rosebud River to the southern portion of the Crow Reservation; the Indians of theFort Hall Reservation in Idaho, the Uintah Reservation in Utah, and the Yakima Reservation in Washington, for the surrender of any portions of their respective reservations, and for such modification of existing treaties with them as may be deemed desirable by the Indians and the Secretary of the Interior; any agreement thus negotiated to be subject to ratification by Congress. At XLVI & XLVII.

THE UNCOMPAHGRE INDIAN RESERVATION.

A commission was appointed to allot the lands, and was instructed to inform the Secretary of the Interior what portion of the Uncompahgre Reservation in Utah was not required for allotment or was unfit for agricultural uses, in order that the same might be restored to the public domain and opened for settlement. That commission was duly appointed, but had difficulty in finding sufficient agricultural lands within the reservation to make the allotments, and was totally unsuccessful in persuading the Ucompahgres to agree to pay $1.25 per acre for the same. At XLVIII.

MineraL Entries on the North Half of Colville Reservation, Wash.– The act of Congress, approved February 20, 1896 (29 Stat. L., 9), authorized mineral entries on the north half of the reserve. Subsequently complaints were entered that placer claims were being staked off on the lands which were inclosed with fence and cultivated by Indians, merely for the purpose of getting a foothold on the reservation. It was also claimed that there was very little if any mineral on the lands. A special agent of the General Land Office was directed to investigate the

matter, and in his report he stated that none of the lands on the northern portion of the reservation claimed and improved by Indians contained minerals in such quantities thatthey could be profitably mined, and that none of them could be classed as mineral lands. Accordingly, the register and receiver of the United States land office at Spokane, Wash., were, on the 5th of August, 1896, instructed to accept no applications to make mineral entries of any agricultural or grazing lands on the Colville Reservation which is claimed by Indians upon which they have improvements and to exercise the greatest care to protect Indian occupants of land in that reservation. At LVII-LVIII.

By the treaty of 1880 with the confederated bands of Ute Indians in Colorado the whole of their reservation in that state, containing over 10,000,000 acres, was ceded to the United States for $1,250,000, or about 12½ cents per acre, which was about the price per acre received by them for the block of nearly 4,000,000 acres previously cut out ofthe reservation in the cession under what is known as the Brunot treaty of 1873; and said bands, except the Southern Utes, who were otherwise provided for, agreed to take allotments of lands in severalty, paying for the same $1.25 per acre, on the Grand River near the mouth of the Gunnison, if a sufficiency of land for the purpose could be had there; if not, the residue were to be supplied with lands at the stipulated price over the line in Utah. At CXLVI.

14A. REPORT OF COMMISSIONER OF INDIAN AFFAIRS (1897)

ANNUAL REPORTS OF THE DEPARTMENT OF INTERIOR (1897)

NEGOTIATIONS WITH INDIAN TRIBES.

Shoshone Reservation, Wyoming; Big Horn or Owl Creek Hot Springs.– At 34.

The lands in the vicinity ofthe springs, although very picturesque, are of little value, being broken, rugged, and arid. It was therefore decided to secure, if possible, the cession of a considerable tract, with a view to establishing a national park or reservation in connection with the springs, and the inspector was instructed to negotiate, should the Indians be found willing to cede, for a tract about 10 miles square, constituting the northeastern portion of the reservation,. . .

April 21, 1896, Inspector McLaughlin reached an agreement with the Indians, by the terms of which they ceded the tract just described, estimated to contain about 86 sections (55,040 acres). At 35.

As stated in the last annual report of this office, bills were introduced during the first session of the last Congress having in view a more stringent and unequivocal restriction of the sale of liquors to Indians; especially to include among those with whom the traffic is prohibited Indians who have been given allotments in severalty and have been made citizens of the United States, but who remain for a time under the guardianship and care of the Government; also to extend the prohibition against the introduction of intoxicating liquors into theIndian country so as to make it cover allotted lands which are held in trust by the United States or that are held by the Indians without the right of alienation. The act, approved by the President January 30, 1897 (29 Stat., 506), is of unusual

importance to the service, and sets at rest questions on which thecourts of the different districts could not agree, namely, whether the law applied to punish parties who introduced intoxicating liquors within an Indian allotment or who furnished them to an Indian allottee. I therefore deem it expedient to quote the law in full, as follows: at 56.

The portions of the Blackfeet and Fort Belknap reservations ceded by the agreements of September 26, 1895, and October 9, 1895, respectively, and ratified by the act of June 10, 1896, have not yet been opened to settlement. The survey of the ceded portion of theFort Belknap Reservation has been completed and the work of surveying the Blackfeet boundary is now in progress. At 80.

SIR: In compliance with your instructions, I have the honor to submit this my first annual report for the fiscal year ending June 30, 1897.

I assumed charge of this agency on the 1st day of July, 1897, and owing to the short time I have been here my report will necessarily be brief, relating facts and conditions coming under my general observation.

I am frank in saying that I was very much surprised to find that the affairs at this agency have been carried on apparently in an unbusinesslike manner. The buildings at the agency and school have the appearance of willful neglect; not a building on the agency but what leaks during an ordinary shower. It has been necessary since my arrival here to cause a great deal of valuable time to be taken up in removing the debris and refuse from the premises in order to better the sanitary conditions of the surroundings.

The agency is beautifully located upon a tract of land containing 130 acres and situated on the eastern slope of the Coteau Hills. This small tract is insufficient for conducting the affairs of the agency in a proper manner and for the protection and safety of Government property. A tract ofnot less than a section of land should have been reserved.

Besides the Government buildings located on the agency there is one general store, owned by a white man, who is not a licensed trader, but is merely allowed to conduct his business at the sufferance of the Government. * * * at 279.

14B. REPORT OF THE SECRETARY OF THE INTERIOR H. EXEC. DOC. 55TH CONG., 2D SESS. (1897-98)

NEGOTIATIONS WITH INDIAN TRIBES.– By an item in the

current Indian appropriation act, Congress ratified the agreement of April 21, 1896, with the Indians of the Wind River Reserve, Wyo., by which they ceded to the United States a 10-mile square tract constituting the northeastern portion of their reservation. At the same time Congress transferred to the State of Wyoming a square mile of the ceded tract, which contained the Big Horn Hot Springs, and provided that the remainder should become a part of the public domain.

A commission has been negotiating for cessions of land with the Indians of the Fort Hall, Idaho, and Yakima, Wash,. reservations, but has concluded no agreements. At XXIX.

Sale of Liquor to Indians.– By the act of January 30, 1897, it was made unlawful to dispose of intoxicating drinks of any kind in any way to any Indian who is under the charge of an Indian agent, or under the guardianship of the Government, or who has received an allotment of land to which the Government still holds the trust title. At XXXIII-XXXIV.

Blackfeet and Fort Belknap Reserves, Mont.– The portions of the Blackfeet and Fort Belknap reservations ceded by the agreements of September 26, 1895, and October 9, 1895, respectively, and ratified by the act of June 10, 1896, havenot yet been opened to settlement. The survey of the ceded portion of the Fort Belknap Reservation has been completed and the work of surveying the Blackfeet boundary is now in progress. At XXXVIII.

15A REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS. (1898).

February 5, 1898, the commission submitted to the Department an agreement made with the Indians residing on the Fort Hall Reservation, Idaho, for the cession of a portion of their surplus lands.

The commission also concluded an agreement with the Uintah and White River Utes by which they sold, ceded, and relinquished to the United States necessary lands for the use of such of the Uncompahgre Utes as might conclude to remove to the Uintah Reservation. At 34.

Uintah Commission.– July 14, 1898, Messrs. Erastus R. Harper, Ross Guffin, and Howell P. Myton, members of the Uncompahgre Commission, were appointed commissioners to allot lands to Indians upon the Uintah Reservation in Utah, and to negotiate for the cession of the lands remainig unallotted under the provisions of the act of June 4, 1898 (30 Stats., p. 429). At 36.

Colville Reservation, Wash.–*Kettle River Valley Railway Company.*– By act of Congress of June 18, 1898 (30 Stats., 475, and p. 423 of this report), the above-named company was granted right of way through the north half of the Colville Reservation, subject to the provisions of the act of Congress of March 3, 1875 (18 Stats., 482). At 63.

Sioux Reservation, S. Dak.–*Chicago, Milwaukee and St. Paul Railway Company.*–By act of Congress of June 25, 1898 (30 Stats., 748), the Secretary of the Interior is authorized and directed to return and refund to the

above-named company the sum of $15,335.76, deposited by the company with this Department in payment for right of way and depot grounds through certain lands which were afterwards ceded to the United States, and which lands the company claimed that it had never secured or used. At 67.

TURTLE MOUNTAIN CHIPPEWAS, NORTH DAKOTA.

A bill (House 9282) was introduced during the last session of Congress referring to the Court of Claims the claim of these Indians for payment for about 9,000,000 acres in North Dakota which they declare have never been ceded by them. At 96.

BOUNDARY OF KLAMATH RESERVATION, OREG.

July 15, 1898, I recommended that the Commissioner of the General Land Office be instructed to cause the boundary lines of the reservation to be surveyed in accordance with the provisions of the treaty of October 14, 1864, as ascertained by the commission named above. I also recommended that the deputy surveyor be instructed not to establish any permanent monuments except such as may be necessary to replace those that have been obliterated on that portion of the established line which coincides with the line determined by the commission. The lands outside the established boundaries have been opened to public settlement and entry, and to a considerable extent are occupied by settlers who have acquired title. Therefore permanent monuments on that part of the line which does not coincide with the established

boundary would be worthless and confusing. It is not proposed to disposses these settlers, who are in no way at fault, but to compensate the Indians for thelands lying between the boundaries established by the approved but erroneous survey, and those determined by the commission to be the correct boundaries intended by the treaty. The only possible object in surveying the latter boundaries is to ascertain the correct area of the lands erroneously excluded from the reservation. At 104 & 105.

15B. REPORT OF THE SECRETARY OF THE INTERIOR H. EXEC. DOC., 55TH CONG., 3d SESS. (1898-99).

COMMISSIONS. At XXVIII.

THE CHIPPEWA INDIANS OF MINNESOTA.

The act of Congress approved January 14, 1889 (25 Stat. L., 642) entitled "An act for the relief and civilization of the Chippewa Indians in the State of Minnesota," provides for the appointment of a commission to negotiate with the different bands or tribes of Chippewa Indians in Minnesota for the complete cession of all these reservations in Minnesota, except the White Earth and Red Lake reservations and of so much of the latter as is not required for allotments to the Indians; . . .at XXXI.

UNCOMPAHGRE AND UINTAH INDIANS AND COMMISSIONS.

In preparation for the opening of the Uncompahgre Reservation to settlement, Congress directed that the Uncompahgres should receive allotments so far as possible on their own reservation, and the remainder on the

adjoining Uintah Reservation or elsewhere in the State of Utah. At XXXVII.

Indian Territory under the Curtis Act.– On June 28, 1898, there was approved an act of Congress entitled, "An act for the protection of the people of the Indian Territory, and for other purposes." (30 Stat., 495.) This legislation made many material and radical changes in the relations of the several tribes of Indians in the Indian Territory to the Government ofthe United States.

The first ten sections of said act relate to civil and criminal proceedings in the United States courts for said Territory regarding the rights of those claiming membership in the Five Civilized Tribes, and also granting to noncitizens certain privileges in respect of a certain amount of land in their possession under agreement with either of said tribes, or any citizen thereof, made prior to January 1, 1898. At XXXIX.

Irrigation.–When the work is completed the Indians can receive allotments, and will doubtless be willing to cede part of their reserve. At XLVI & XLVII.

16A. ANNUAL REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1898-1899)

The reservation system of the United States was the necessary outcome of conditions prevailing between the whites and Indians in the settlement and development of the country. The Government was forced to deal with large bandsof Indians who were gradually driven back as the borders of civilization were extended, while the busy hum of industry began to be heard where all had been

stillness under the ownership of this people. Angry and revengeful, their predatory attacks were inimical to the best interests of the settlers; therefore two alternatives presented themselves—extermination or absolute control. Humanitarian principles prevailed, and the latter was accepted. Hence as a matter of military and commercial necessity the Indians were placed upon tracts of land reserved and set apart for their benefit, where they could be at all times under proper and efficient surveillance. Deprived in course of time of the game upon which they had formerly subsisted, the Government gave freely for their support. Such assistance was not intended as a perpetual mortgage upon their own exertions, but just so soon as the tribes ceased to be formidable it was and is the policy that they must begin to rely upon their own labors, being forced to understand that those who eat must also work. The reservation was not intended as a place where these savages could be merely disarmed, nor to surround them with a wall to be built each year higher and higher by their own pauperism and idleness, forever to debar them from active participation in the duties of life and citizenship; nor were they to be permitted to wander as vagabonds, gypsy-like, over the country, a nuisance to the people and themselves, dependent upon public charity. Fitted neither by heredity nor education to be the architects of their own destiny through the medium of manual labor, as all such people must be, it was necessary that they should be placed upon these reservations, not for the purpose of forming or re-forming the gnarled and knotted character of the old Indian seasoned by generations of warfare and antagonism, but to prevent him from interfering while the Government could secure the necessary time to mold the individualism of his children under the enlightened influence of schools established for

their benefit.

When this result has been accomplished the necessity for Indian reservations will cease. It is therefore essential that the education of the present generation of young Indians shall be along this line, which will prepare them to take and properly appreciate their share of the common land belonging to themselves and parents when the same is allotted in severalty. This being the goal, the danger in the system lies in its being delayed too long. While it is true the best and most permanent results are only looked for from the education of the young, yet the older ones can not be neglected, so the gospel of work is preached to parents as well as to their children. At 6-7.

COMMISSIONS.

An agreement was concluded on August 14, 1899, with the Indians of the Crow Reservation by the terms of which they cede to the United States the northern portion of their reserve, estimated to contain 1,137,500 acres, for which $1,150,000 is to be paid, or about $1.03 per acre. Of the tract ceded the commission says 21,000 acres should be deducted to cover railroad rights of way and present allotments, thus leaving the net acreage ceded 1,116,500. Of the latter area 200,000 acres, lying along the Big Horn and Yellowstone rivers, are said to be susceptible of irrigation, the balance being excellent grazing land and containing some timber.

The agreement provides for the use of about one-half thepurchase money for the completionand maintenance of the irrigation system; for the purchase of stock cattle and sheep; for a hospital and its maintenance; for schools; for

fencing the reservation; for mills, etc. The balance of the principal sum is to be placed in the Treasury of the United States as a trust fund, the same to bear interest at the rate of 4 per cent per annum, such interest to be added to the principal each year. A cash annuity payment of $12 per capita is to be made to all the Indians having rights on the reservation.

The agreement must, of course, be ratified and confirmed by Congress before it becomes effective.

As stated in my last report, this commission, which has been in the field continuously since its appointment, August 31, 1896, concluded two agreements last year—one with the Indians of the Fort Hall Reservation, Idaho, dated February 5, 1898, providing for a cession of a portion of their reservation to the United States, and one with the Indians of the Uintah Reservation in Utah, dated January 8, 1898, providing forthe cession of lands for allotments to the Uncompahgre Utes. Both of these agreements were transmitted to Congress, with recommendation for favorable action, but neither of them has yet been ratified. At 32-33.

June 24, August 31, and October 31, 1898, the Uncompahgre commission submitted to this office schedules of 295 allotments made to the Uncompahgre Indians. Each of these schedules embraced allotments on both the Uncompahgre and Uintah reservations; but only one schedule was rendered in duplicate.

By the act of June 7, 1897 (30 Stats., 62), all the lands in the Uncompahgre Reservation remaining unallotted on Apirl 1, 1898, became open on that date for

location and entry. But none of the allotments on that reservation had been made prior to that date. Therefore, by the act of March 1, 1899 (30 Stats., 924), the Secretary of the Interior was authorized, in his discretion, to approve 83 allotments made to the Uncompahgres within the former Uncompahgre Reservation in Utah after April 1, 1898, and to issue patents therefor, as provided by existing law. At 43-44.

Colville Reservation, Wash.—October 11, 1898, instructions for the guidance of Harry Humphrey, who had been appointed a special agent to make allotments on the north half of the Colville Reservation, under the act of July 1, 1892 (27 Stats., 62), were submitted to theDepartment. They were approved October 12, 1898, and shortly afterwards he entered upon duty. September 30, 1899, he reported that he had made 264 allotments. At 45.

Quapaw Reservation, Ind. T.— One farming lease for the period of one year. The consideration is $2 per acre.

Round Valley Agency, Cal.— One farming and grazing lease has been executed upon which no action has been taken.

Sac and Fox Agency, Okla.—Thirty-two farming and grazing leases by the Absentee Shawnee allottees, 23 by the Pottawatomies, 44 by the Sacs and Foxes, 17 by the Iowas, and 25 by the Kickapoos; also six residence and business leases by the Sac and Fox Indians. The length of term is from one to three years. Theconsideration ranges from 17 cents per acre per annum for grazing lands to $3 for the best farming lands. The average price for raw,

unbroken lands is about 75 cents per acre. In the majority of cases the lessees are to place certain small inprovements on the lands, such as fences, etc. The residence and business leases are for the term of one year. The consideration is $10 for 50 by 150 square feet. Eight leases have been executed upon which no action has been taken.

Siletz Reservation, Oreg.– Two grazing leases. The terms areone and three years. The consideration is 79 and 41 cents per acre per annum, respectively.

Sisseton Agency, S. Dak.–Forty-nine farming and grazing leases. The term is three years. The consideration ranges from 19 cents to 93 cents per acre per annum.

Umatilla Agency, Oreg.–Forty-one farming and grazing leases–21 by the Cayuse, 14 by the Walla Walla, and 6 by the Umatilla allottees. The terms are from one to three years. The consideration ranges from 70 cents to $2.68 per acre per annum.

Yakima Agency, Wash.– Nine farming and grazing leases for the term of three years. The consideration ranges from $1 to $1.75 per acre per annum.

Yankton Agency, S. Dak.–One hundred and forty-five grazing leases for the term of three years. The consideration paid for grazing lands at this agency is low, generally 10 cents per acre per annum, but some few pieces are leased for 12½ and 15 cents. At 59.

The most important matter of legislation during the past year in connection with railroads across Indian lands was the passage of the act of Congress of March 2, 1899

(30 Stat., 990, and p. 505 of this report). The act provides that any railway company duly organized under the laws of the United States or under the laws of any State or Territory, may acquire right of way through Indian reservations, Indian lands, and Indian allotments by complying with its terms and with the rules and regulation of this Department prescribed thereunder. At 63.

Colville Reservation, Wash.–*Washington Improvement and Development Company.*–By act of Congress approved June 4, 1898 (30 Stats., 430), the above-named company was granted right of way through the Colville Reservation, beginning at a point on the Columbia River near the mouth of Sans Poil River; running thence in a northerly direction to a point in township 37 north, of range 32 east, Williamette meridian; thence northerly to a point near the mouth of Curlew Creek; thence northerly to the international boundary line between British Columbia and the State of Washington, subject to the usual conditions. Three maps of definite location of the company's line of road through said reservation, commencing at the southerly end of Curlew Lake and extending in a general southerly end of Curlew Lake and extending in a general southerly direction to the Columbia River near the mouth of Sans Poil River, have been approved by the Department. At 74.

NEEDED PUBLICATIONS ON INDIAN MATTERS.

For many years there has been an increasing demand upon this office for a publication containing all ratified treaties and agreements made between the various Indian tribes and the United States. Such a work would be very

valuable for reference by the Executive Departments of the Government, by the Indian committees in Congress when considering legislation affecting Indian tribes, and also by the several Indian tribes themselves, who are yearly becoming more intelligent and desirous of obtaining information as to what lands their forefathers occupied and claimed, and how and when they were ceded to the Government. At 75.

BOUNDARY OF KALMATH RESERVATION, OREG.

By a clause in the Indian appropriation act of July 1, 1898 (30 Stat., 592), Congress provided for a resurvey of the exterior boundaries of the reservation in accordance with the treaty, and directed the Secretary of the Interior to negotiate with the Indians through an Indian inspector for the relinquishment of their right and interest in a portion of the reservation, and also to ascertain what portion of the reservation is occupied by citizens of the United States, for what purpose and under what title.

Indian Inspector W.J. McConnell, who was charged with these duties, concluded an agreement with the Indians December 27, 1898.

By that agreement the Indians convey to the United States all their claim to that part of the Klamath Reservation lying between the boundaries as described in the treaty, which were also confirmed by the Klamath boundary commissioners, and the boundaries established by the survey made in 1871 under the authority of the General Land Office, approximating 617,490 acres.

The United States agrees, in consideration of said cession, to pay the Indians the sum of $533,270, or 86.36 cents per acre for the quantity of land that may be found by the resurvey to be within said boundaries. This amount, more or less, after payment of the legal fees of attorneys, is to be deposited in the Treasury of the United States, and interest thereon at the rate of 5 per cent per annum to be paid the Indians annually per capita. At 138 & 139.

16B. REPORT OF THE SECRETARY OF THE INTERIOR, EXEC. DOC. 56TH CONG., 1ST SESS. (1899-1900).

The entire educational system of the Indian Bureau contemplates the ultimate abolishing of Indian reservations. At. XXVII.

Allotment work is being pushed on the Colville Reservation, Wash. At XXXII.

RAILROADS ACROSS RESERVATIONS.

Authority for railroad lines has been granted by the Department as follows:. . .Chicago, Milwaukee, and St. Paul Railroad, through Yankton Reservation. At XXXIV.

Needed Publication on Indian Matters.—For many years therehas been an increasing demand for a publication containing all ratified treaties and agreements made between the various Indian tribes and the United States. Such a work would be very valuable for reference by the Executive Departments of the Government, by the Indian committees in Congress when considering legislation affecting Indian tribes, and also by the several Indian tribes themselves, who are yearly becoming more intelligent and

desirous of obtaining information as to what lands their forefathers occupied and claimed and how and when they were ceded to the Government. At XXXV.

Boundary of Klamath Reservation, Oreg.—By an erroneous survey of the outboundaries a large area was excluded from the Klamath Reservation as established by the treaty of 1874, and upon this tract white families have settled. Against this wrong the Indians have continuously protested. Finally, a commission to investigate was authorized by Congress in 1896, whose findings gave the excluded area as 617,490 acres, valued at 86.36 cents per acre, or $533,270. In the Indian appropriation act of July 1, 1898, Congress authorized a resurvey and negotiations with the Indians for the cession of a portion of their reservation.

An agreement was concluded with them December 27, 1898, in which they surrendered this tract, approximating 617,490 acres, for 86.36 cents per acre, the exact amount to be determined by resurvey. At XLVII.

17A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS. H. EXEC. DOC. 56th CONG., 2d SESS. (1900-01).

Of the 45,270 receiving daily rations from the Government, 17,876, or nearly two-fifths, belong to the great Sioux Nation, known as the Sioux of different tribes, located in North and South Dakota. These Indians are not included in the foregoing list, as their case is different from the others in that the rations and the conditions under which they are to be given are specifically named in the agreement of 1876, ratified by the act of February 28,

1877. That agreement, in consideration of the cession of certain territory and rights, obligates the United States to provide the Indians with subsistence consisting of a ration for each individual ; . . . at 6.

NONRESERVATION ALLOTMENTS.

Washington.— Special Allotting Agent William E. Casson was engaged in allotment work on the north half of the Colville Reservation fromJuly, 1899, until early in January of the present year. At 56.

Yankton Sioux Indian Lands, South Dakota.—*Chicago, Milwaukee and St. Paul Railway Company.* October 17, 1899, the Department approved thecompany's map of definite location of its line of road through the allotted lands of the Indians of the former Yankton Reservation, S. Dak. September 8, preceding the approval of the map, the Department designated Agent Harding of the Yankton Agency to act with and for the allottees in negotiating amicable settlements with the company for right of way through their respective allotments. November 28, 1899, the Department approved the schedule of damages for right of way through the lands of the Indians as assessed by Agent Harding. At 100-101.

Colville Reservation, Wash.—*Washington Improvement and Development Company.*— Mention is made in the last annual report of the approval by the Department of three maps of definite location ofthe company's line of road through said reservation, commencing at the southerly end of Curlew Lake and extending in a general southerly direction to the Columbia River, near the mouth of Sans Poil River. November 27,

1899, the Department approved two maps of definite location showing the remainder of the line of the road through the Colville Reservation. The line of road as shown upon said maps commences at the southerly end of Curlew Lake and extends in a general northerly and northwesterly direction to the international boundary line between the United States and British Columbia, a distance of 30.98 miles. No action has been taken in the matter of settlement of damages for right of way of the company through the reservation. At 101.

RATIFICATION OF FORT HALL AGREEMENT.

June 6, 1900 (31 Stats., 672), Congress ratified the agreement entered into with the Indians of the Fort Hall Reservation, Idaho, by the Crow, Flathead, etc., Commission, on February 5, 1898. By the terms of that agreement about 400,000 acres of land are ceded to the United States, in consideration for which the Indians are to receive $600,000, of which $75,000 is to be expended by the Secretary of the Interior in the erection of a modern school plant, and the balance is to be paid to them in ten annual installments—the first one to be $100,000, the next eight $50,000 each, and the last $25,000. The first installment of $100,000 is now being paid to the Indians, the agent being assisted in making the same by Special Agent Samuel L. Taggart.

Article 3 of the agreement provided thatthe Indians who reside on the lands ceded might remain thereon and receive allotments of the lands occupied and improved by them, or remove to the diminished reservation, as they might elect. Section 4 of the act ratifying the agreement

provides that before any of the lands ceded shall be thrown open to settlement the Commissioner of Indians Affairs shall cause allotments to be made to the Indians who may desire them. Where Indians prefer to remove within the limits of the reduced reservation, it provides that the Commissioner of Indian Affairs shall cause a schedule of the lands abandoned to be prepared, giving a description of the improvements and the names of the Indian occupants, and before any entry shall be allowed of the lands so scheduled the Secretary of the Interior shall cause the improvements thereon to be appraised and sold to the highest bidder, no sale to be for less than the appraised value. The purchaser of such improvements is to have a preference right of thirty days within which to make an entry of the lands upon which the improvements purchased are located.

The work of making the allotments has been assigned to the United States Indian agent for the Fort Hall Agency, A.F. Caldwell, and he is now engaged in making them in compliance with instructions dated July 11, 1900, and August 15, 1900. United States Indian Inspector W.J. McConnell has been detailed to make the appraisement of the improvements on the ceded lands of the Indians who elect to remove to the diminished reservation. At 102-103.

7B. REPORT OF THE SECRETARY OF THE INTERIOR, ANNUAL REPORT OF THE DEPARTMENT OF INTERIOR (1900).

The Puyallup commission has, under authority contained in the act of May 31, 1900, continued to superintend the sales of lands on the Puyallup Reservation, which consists of allotted lands and an agency tract. At

XIX.

Allotments have been approved by the Department as follows:

Colville Reservation, Wash. 646
at XX.

Ratification of Fort Hall Agreement.—This agreement concluded with a commission February 5, 1898; was ratified by Congress at its last session. The Indians ceded 400,000 acres for $600,000—$75,000 to be used for a new school plant and the balance to be paid in ten annual installments, first one to be $100,000, the next eight $50,000 each, and the last $25,000, Indians residing on the ceded lands having the option of taking allotments or lands they have lived upon or improved, or upon the reservation. The improvements abandoned by those who remove to the reservation are to be appraised and sold for not less than the appraised value. The payment of the first installment of $100,000 is now being made, and the work of allotting and appraising is in progress. At XXVI-XXVII.

THE OPENING OF THE NORTH HALF OF THE COLVILLE INDIAN RESERVATION

The act of July 1, 1892 (27 Stat., 62), entitled "An act providing for the opening of a part of the Colville Reservation in the State of Washington, and for other purposes," vacated and restored to the public domain a portion of the Colville Indian Reservation created by Executive order, dated July 2, 1872, and by other proceedings, whereby the same was set apart for a

reservation for any Indians or band of Indians, and provided that the same should be opened to settlement and entry by the proclamation of thePresident of the United States and should be disposed of under the general laws applicable to the disposition of public lands in the State of Washington.

It was also provided by said act that every Indian then residing upon the portion of said reservation vacated and restored to the public domain, and who was entitled to reside thereon, should be entitled to select from said vacated portion 80 acres of land, which should be allotted to each Indian in severalty,and that no restrictions as to locality should be placed upon such selections further than that they should be so located as to conform to the authorized survey or subdivisions of said tract of country, and that an Indian having improvements should have preference over any other person in and upon the tract of land containing such improvements, so far as they were within a legal subdivision not exceeding in area the quantity of land that he or she might be entitled to select and locate, and that such selections should bemade within six months after the date of the President's proclamation opening the lands so vacated to settlement and entry, and after the same had been surveyed, and when such allotments had been selected and approved by the Secretary of the Interior, the title thereto should be held in trust for the benefit of the allottees, respectively, and afterwards conveyed in fee simple to the allottees or their heirs, as provided under the general allotment act approved February 8, 1887, and the act amendatory thereof, approved February 28, 1891, and providing that such allotted lands should be subject to the laws of eminent domain of the State of Washington, and should only

convey in fee simple to the allottees or their heirs, and be subject to taxation as other property in that State.

On the 20th day of February, 1896, the United States mineral laws were extended to the portion of said reservation so vacated and restored to the public domain, as above stated.

The act of July 1, 1898, entitled "An act making appropriations for the current and contingent expenses of the Indian Department, and for fulfilling treaty stipulations with various Indian tribes, for the fiscal year ending June 30, 1899, and for other purposes" (30 Stat., 571, at page 593) provides, in relation to the lands in the Colville Indian reseration vacated and restored to the public domain by the act of July 1, 1892 (supra), that–

> The Indian allotments in severalty provided for in said act (July 1, 1892) shall be selected and completed at the earliest practicable time, and not later than six months after the proclamation of thePresident opening the vacated portion of said reservation to selection and entry, which proclamation may issue without waiting for the survey of the unsurveyed lands therein. Said allotments shall be made upon lands which shall, at the time of the selection thereof, be surveyed, excepting that any Indian entitled to an allotment under said act who has improvements upon unsurveyed lands, may select the same for his allotment, whereby the Secretary of the Interior will cause same to be surveyed and allotted to him. At the expiration of six months from the date of the proclamation by thePresident, not before, nonmineral lands within the vacated portion of said reservation, which shall not have been allotted to Indians as aforesaid, shall be subject to entry, settlement, and disposition under said act of July 1, 1892.

On April 9, 1900, the Commissioner of Indian Affairs and the Commissioner of the General Land Office, respectively, having reported that the provisions of the acts of July 1, 1892, and of July 1, 1898, as to the survey and allotment of said lands had been complied with, I submitted a form of proclamation opening to settlement and entry as provided in said acts, all the nonmineral lands

in the north half of the Colville Indian Reservation in the State of Washington, vacated by said acts, except those allotted and reserved for the Indians and for other purposes.

On April 10 said proclamation was issued, fixing October 10 as the date for the opening of said lands to settlement and entry under the provisions of the acts above mentioned, public notice thereof being given through the medium of the press and otherwise; on that date they were so opened, in accordance with the provisions of said acts, under the terms of said proclamation. At LXII-LXIV.

18A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, ANNUAL REPORTS OF THE DEPARTMENT OF INTERIOR (1901).

However wise such a policy may have been during the past century, the condition of the Indian and his surrounding white neighbors at the beginning of a new century demand a change. Then the West was sparsely settled; the hardy pioneer went to his work, as did his earlier prototype from Europe, with ax and gun in hand; the railroad and telegraph were in their infancy, and this vast domain gave little promise of its present greatness. Now the busy wheels of commerce, the hum of industry, and the lowing of countless millions of cattle upon the broad prairies, supplanting the buffalo, can be heard; bustling cities, with teeming thousands, have sprung up on the sites of old Indian homes and battlefields. Conditions have changed, and policies must be changed to suit them. The past two generations have witnessed the sowing of the seeds of education and civilization by both the

Government and the missionaries. These seeds have not always fallen on barren ground, but have produced some good results. Advancing white civilization has unconsciously aided the development of the Indian, until there remain few reservations upon which at present the educational interests are not paramount to all others.

During the past four years the endeavor of this office has been to crystallize the newer policy of abandoning the reservation system of Indian government wherever practicable. At 10.

As stated, the first change was made by placing the superintendent of the Eastern Cherokee School in charge of the reservation. The next was made in 1895, when the duties of the Puyallup Consolidated Agency, Wash., and the Grande Ronde Agency, Oreg., were devolved, respectively, on the two superintendents of the training schools. In 1897 the superintendent of thetraining school assumed the duties of the Round Valley Agency in California, and 1899 similar action was taken at Hupa Valley Agency in the same State. There were a number of such changes during the next two years, as at the agencies of Mescalero, N. Mex.; Western Shoshoni, Nev.; Nevada, in Nevada; Quapaw, Okla.; Warm Springs, Oreg.; and Sisseton, S. Dak. Portions of agencies were, during the present and past fiscal years, dissevered and erected into separate jurisdictions under charge of the bonded superintendents of training schools located on such dissevered portions. At 11.

The perpetuation of the reservation and agency systems at those places where such systems have outlived their usefulness means the perpetuation of the Indian

problem and indefinite appropriations by Congress.

The Indians can not be made an integral part of the body politic or fitted for citizenship by herding them on limited areas, with a separate government, and feeding them in idleness; but they can be thus advanced by giving the children industrial training, breaking up their reservations, and throwing them upon their own resources among the white people. At 12.

COMMISSIONS.

Crow, Flathead, etc., Commission.—The Crow, Flathead, etc., Commission had remaining, when my last annual report was submitted, only the Yankima and Flathead Indians with whom it was authorized to negotiate agreements. Their unsuccessful negotiations with the Yakima Indians are referred to on page 167. At 49.

ALLOTMENTS ON RESERVATIONS.

During the year patents have been issued and delivered to the following Indians:

Cheyenne and Arapaho, in Oklahoma	4
Chippewa of Lake Superior, on the Bad River Reservation, Wis.	5
Chippewa of the Mississippi, on the Chippewa Reservation, Minn.	361
Chippewa of the Mississippi, on Leech Lake, Cass Lake, and other reservations in Minnesota	479
Colville Reservation in Washington (restored portion)	432

at 52.

December 8, 1890, an agreement was concluded with the Crow Indians by which they ceded a considerable portion of their reservation, which agreement was ratified

by Congress March 3, 1891 (26 Stats., 989). The act ratifying the agreement provided that any person who might be entitled to the privilege of selecting land in severalty under the provisions of the sixth article of the treaty of May 7, 1868 (15 Stats., 6 and 9), or under any other act or treaty, should have the right for a period of sixty days to make such selections in any part of the territory ceded by the agreement. April 14, 1891, Special Allotting Agency Hatchitt was directed to assist such of the Crow Indians as desired to make selections under the foregoing provision. Some 602 allotments were made by him on the Crow Reservation, a considerable number being on the ceded lands.

A large number of the allottees on each schedule subsequently relinquished their allotments, retaining their rights on the diminished reservation. At 54.

Allotments of Sioux ceded lands, South Dakota.–Under section 13 of the Sioux act approved March 2, 1889 (25 Stats., 888), many Indians receiving and entitled to rations and annuities at the agencies on what was then known as the Great Sioux Reservations applied for and received allotments upon what is known as the Sioux ceded tract, South Dakota–the same having been a part of the great reservation of the Sioux nation. Some of the allottees who received allotments on this tract relinquished the same to the United States soon thereafter and returned to the reservations to which they respectively belonged. From time to time other allottees have relinquished their allotted lands to the United States and removed to their reservations. The Cheyenne River Indians are still offering relinquishments of their allotments. It is the policy of the Department to accept and confirm these relinquishments

and to allow the Indians to return to their reservations and receive allotments thereon if found to be entitled.

Because of this action on the part of the Indians the Sioux ceded allotments have not been presented to the Department for approval and instructions as to the issuance of patents. At 60.

AGREEMENTS FOR THE CESSION OF LANDS.

Grande Ronde Reservation, Oreg.–Special Agent Armstrong was instructed by the Department last spring, in accordance with the recommendation ofthis office, to make careful investigation and ascertain whether it would be desirable for the Indians of the Grande Ronde Reservation inOregon to cede their surplus or unallotted lands, about 26,500 acres, to the United States. In his report dated May 16, 1901, he stated that he found that the surplus lands of these Indians were bringing them no revenue, but were monopolized by people who paid nothing therefor; that a considerable portion would make good homes for settlers, if opened up, and that some of the land contained merchantable timber which was not needed by the Indians, as they had sufficient timber on their respective allotments to supply their own needs. He urgently recommended that the agreement be made with these Indians providing for the cession of their surplus lands.

In compliance with the Department directions the office prepared a draft of instructions June 19, for the guidance of Inspector James McLaughlin in the conduct of such negotiations. With his report, dated June 28, the

inspector transmitted an agreement with the Grande Ronde Indians, concluded June 27, 1901, which provides for the cession to the United States of all their surplus lands excepting 440 acres, embracing the school farm of 200 acres and a timber reserve of 240 acres. At 60-61.

Lower Brule Reservation, S. Dak.—About a year and a half ago the Lower Brule Sioux Indians submitted to the office, through their agent, a proposition to cede to the United States, at $1.25 per acre, two townships of land embraced in their reserve,. . .

By a clause contained in the Indian appropriation act for the current fiscal year, however, Congress authorized the Secretary of the Interior, in his discretion, to negotiate through any United States Indian inspector agreements with any Indians for the cession to the United States of portions of their respective reserves or surplus unallotted lands. A draft of instructions, dated April 5, 1901, was accordingly prepared by the office for the guidance of Inspector McLaughlin in the conduct of negotiations with the Lower Brule Indians for the cession proposed. May 9 he transmitted an agreement with those Indians, concluded May 6, which provides forthe cession of a tract of land, approximating 56,560 acres, embracing the western portion of the reserve, the cession line passing through the center of Ts. 106, 107, 108, 109, and 110 N., R. 77 W., fifth principal meridian. At 61.

CEDED LANDS, FORT HALL, IDAHO.

My last annual report stated that Inspector W.J. McConnel was detailed to appraise the improvements of Indians electing to remove from ceded lands to the

diminished Fort Hall Reserve, and Agent A. F. Caldwell, of the Fort Hall Agency, was instructed to make the allotments to Indians on the ceded lands who might elect to remain thereon. At 124.

18B. REPORT OF THE SECRETARY OF THE INTERIOR (1901) H. EXEC. DOC. 57TH CONG., 1ST SESS.(1901-02).

Patents.— During the year 3,265 patents were issued and delivered to the following Indians:

Colville Reservation, Wash.(restored portion) . . . . . 432 at XXIV.

Many allotments made on the Sioux ceded lands in South Dakota under section 13 of the Sioux act of March 2, 1889 (25 Stat., 888), have been relinquished and accepted, the Indians returning to the diminished reservations whereon are located the tribes to which they belong, where they will receive other allotments if found entitled thereto. At XXV.

During its existence, about five years, this commission has negotiated three agreements with Indian tribes—one each with the Uinta Utes, Crows, and the Indians on the Fort Hall Reservation—the latter alone having been ratified by Congress, leaving the others pending before that body.

AGREEMENTS WITH INDIANS.

Grande Ronde Reservation, Oreg.—An agreement with the Indians of this reservation was concluded June

27, 1901, by which they cede the surplus lands, 25,791 acres, for $28,000 in cash, the shares of adults to be paid within one hundred and twenty days after ratification of the agreement and the shares of minors as they arrive at the age of 18 years.

Lower Brule Reservation, S. Dak.—On May 6, 1901, an agreement was concluded with the Indians of this reservation, they having indicated their desire to cede certain of their surplus lands, by which 56,560 acres were acquired for a consideration of $70,700, to be expended in young cattle for issue to the Indians and in the construction of a fence around the reserve.

Rosebud Reservation, S. Dak.—That portion of the surplus lands of this reservation lying in Gregory Councy, S. Dak., was ceded by the Rosebud Indians by an agreement dated September 14, 1901, the Government acquiring 416,000 acres, for which $1,040,000 was agreed to be paid, part in cash, in installments, and the remainder to be expended for stock cattle for issue to theIndians of the reservation.

These agreements, all of which were negotiated through an Indian inspector, under the provisions of the act of March 31, 1901. . . at LI.

Northern Cheyenne Indian Reservation, Mont.—The claims of white settlers on that reservation for certain lands and improvements provided for by act of Congress approved May 31, 1900 (31 Stat., 221), have been paid, with one exception, and the settlers have removed from the reservation.

Fort Hall (Idaho) Ceded Lands.—The appraisement of theimprovements of Indians on the ceded lands of the Fort Hall Reservation, who elected to remove therefrom to the diminished reserve, provided by the act of June 6, 1900 (31 Stat., 672), was completed during the year, and allotments weremade to Indians who had located and decided to remain on the ceded lands. At LIII.

19A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, H. EXEC. DOC. 57TH CONG., 2d SESS. (1902-03).

The ration system and the reservation system are doomed. Let them go. Take away the incentive to idleness and obliterate the boundary between ancient prejudice and modern progress. Break down the barriers, open the way for civilization, build the roads that it may march in and settle around the Indian homes. When that is done the dream of the celebrated Peace Commission of 1868 will come true. Mechanics and artisans will enter, trade will spring up, and the nucleus of a civilized community will be formed. At 12.

AGREEMENTS WITH INDIAN TRIBES.

Fort Berthold, N. Dak.— An agreement was entered into on the 25th of June, 1902, by Inspector James McLaughlin on the part of the United States with the Arikara, Grosventre, and Mandan tribes of Indians belonging on the Fort Berthold Reservation, N. Dak., by which they ceded the United States 208,000 acres of land for $260,000. The manner of the payment is provided as follows: at 50.

Pending during last session of Congress and still unratified.—Congress failed to ratify any of the agreements pending before it during the last session providing for the cession of lands by Indian tribes to the United States. These agreements are as follows:

With the Indians of the Crow Reservation, in Montana, concluded August 14, 1899, ceding about 1,116,000 acres, comprising the northern portion of the reserve;

With the Indians of the Lower Brule Reservation, S. Dak., concluded May 6, 1901, ceding the western portion of their reserve, 56,000 acres;

With the Indians Grande Ronde Reservation, in Oregon, concluded June 27, 1901, ceding all surplus unallotted lands (except 440 acres), aggregating 25,791 acres;

With the Indians of the Rosebud Reservation, S. Dak., concluded September 14, 1901, ceding the surplus unallotted lands of that part of their reserve situated in Gregory County, amounting to about 416,000 acres;

With the Indians of the Red Lake Reservation, Minn., concluded March 10, 1902, ceding the western portion of their reserve, embracing 256,152 acres. The consideration is $1,000,000, of which $250,000 are to be paid within ninety days after the ratification of the agreement, and the remainder in fifteen equal annual payments; at 51.

ALLOTMENTS RELINQUISHED WITHIN THE SIOUX CEDED TRACT.

Under section 13 of the Sioux act, approved March 2, 1889 (25 Stats., 888), the Indians residing within the Sioux ceded tract in South Dakota were allowed, upon certain conditions, to take allotments on the ceded lands. Many of the Indians availed themselves of this privilege. However, soon after they had been allotted by the special agent in the field, they began to relinquish their allotments to the United States and remove to the reservations to which they respectively belonged; and they have continued to execute relinquishments from time to time, until more than one-third of those who elected to take allotments on the ceded lands have relinquished them and moved upon the reservations. The number originally allotted on the ceded tract was 431, and the Department has accepted and approved 158 relinquishments up to the present time. at 62.

OPENING OF CEDED LANDS, FORT HALL, IDAHO.

By proclamation of the President issued May 7, 1902, the lands of the Fort Hall Reservation, Idaho, ceded by the Indians thereof by agreement concluded February 5, 1898, ratified by act of June 6, 1900 (31 Stats., 672), were opened to public settlement on June 17, 1902,. . .at 120.

If the General Land Office does not succeed in effecting all the sales in due time the Office is of the opinion that remedial legislation should be procured, in order that the Indians interested, who elected to abandon their improvements and remove to the diminished reservation, may be protected and the terms of the agreement with them carried out in good faith. At 121.

19B. REPORT OF THE SECRETARY OFTHE INTERIOR. H. EXEC. DOC. 57TH CONG., 2d SESS. (1902-03)

As was the case last year, a number of allotments made on the Sioux ceded lands in SouthDakota under section 13 of the Sioux act of March 2, 1889 (25 Stat. L., 888), have been relinquished and accepted, the Indians returning to the diminished reservations whereon are located the tribes to which they belong, where they will receive other allotments if found entitled thereto. At 36.

AGREEMENTS WITH INDIANS.

Agreements made with the Crows andthe Yankton Sioux in 1899, and with the Sioux of the Devil's Lake Reservation; Indians of the Grande Ronde Reservation; the Lower Brule Reservation; and the Rosebud Reservation, made in 1901, are pending before Congress.

Lands amounting to nearly one and three-quarters of a million acres are ceded by these pending agreements, all of them providing for large cessions, except that with the Yankton Sioux, by which the United States acquires title to the well-known red pipestone quarry in Minnesota. At 50 & 51.

20A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS. H. EXEC. DOC. 58TH CONG., 2d SESS. (1903-04)

To educate the Indian in the ways of civilized life, therefore, is to preserve him from extinction, not as an Indian, but as a human being. As a separate entity he can not exist encysted, as it were, in the body of this great

nation. The pressure for land must diminish his reservations to areas within which he can utilize the acres allotted to him, so that the balance may become homes for white farmers who require them. To educate the Indian is to prepare him for the abolishment of tribal relations, to take his hand in severalty, and in the sweat of his brow and by the toil of his hands to carve out, as his white brother has done, a home for himself and family. At 2-3.

ABOLISHMENT OF AGENCIES.

In pursuance of the general policy which has been adopted, believing it to be for the best interests of the Indians to substitute for Indian agents bonded superintendents of schools, Congress, in the appropriation act for the current fiscal year, omitted appropriations for ten agents. At 28.

INDIAN TREATIES AND AGREEMENTS.

Congress, by an act approved March 3, 1871 (16 Stats., p. 566), prohibited the making of any future Indian treaty. (See Rev. Stat., sec. 2079.) Since that time only *agreements* have been made with the Indians, subject to the approval of Congress. The number of such agreements that have been approved or confirmed by Congress is 74. The first was made September 20 et. seq., 1872, with the Sisseton and Wahpeton bands of Sioux, and the last was made March 21, 1902, with the Choctaw and Chickasaw.

A schedule of these treaties and agreements appears on page 469 of this report. At 33-34.

The Indian appropriation act of the 3d of last March

extended this provision so as to make it apply to all Indian reservations. This allows practically free trade upon Indian reservations, except that a trader must be licensed as hitherto, must be a "proper person" to be allowed to reside among Indians, and must comply with the regulations of the Indian Bureau. At 34.

SALE OF LIQUOR TO INDIANS.

The record for the past year demonstrates in a marked degree the activity of the officials ofthe Indian service in apprehending and prosecuting persons charged with having violated the law prohibiting the sale of intoxicating liquors to Indians. These officials have been hampered in the performance of such duty because of the difficulty experienced by them in securing evidence against the offenders. Requests for authority to employ detectives were frequently received, but the Office was powerless to grant them because there were no funds under its control applicable for such employment.

The need for the employment of detectives for the purpose of obtaining evidence against liquor sellers is shown in a report dated April 7, 1903, made by Special Agent Brewster, of the Department of Justice. He referred tothe opinion expressed by the United States attorney for the district of Oklahoma that the only way to apprehend the saloon keeper who is known to be violating the law is to use Indians as detectives. In justification of such a course the United States attorney cited the methods of the Post-Office and Treasury Departments in detecting violations of law and contended that is was the only way to accomplish successfully the desired result.

The decision of Judge Hanford of the United States circuit courtfor the district of Washington in the case of the United States v. Bagnell et al., rendered during the September, 1898, term, held that a mineral location on land opened to entry by the act of July 1, 1898, on the Colville Reservation, Wash., was not "Indian country" within the meaning of theliquor law and practically opened the gate to the introduction of liquor into that reservation. The commissioners of Ferry County, Wash., on the authority of that decision went so far as to issue licenses to dealers to sell liquor within the south half of the reservation.

Upon representations made by Mr. Albert M. Anderson, United States Indian agent at the Colville Agency, supplemented by a report from this office, the Department, on May 15, 1903, declared its unwillingness to accept the ruling of Judge Hanford as correct and expressed its disbelief that the act of 1898, subjecting the mineral lands of the Colville Reservation to entry under the mining laws, operated to destroy the character of the lands within that reservation as Indian country. The Department cited the opinion of the Attorney-General, dated October 4, 1898 (22 Opinions, 232), in which it was held that notwithstanding the extinguishment of the Indian title to specified tracts within the Indian Territory the Territory still remains Indian country. While the facts in respect to the Colville Reservation were somewhat different, it seemed to the Department that the same rule should be applied there and that it should be held that the allowance of mineral entries for portions of the land within the outer boundaries of the reservation does not take thy reservation out of the class of lands properly designated as Indian country.

At the request of the Department the Attorney General, on July 29, 1903, instructed the United States attorney for the district of Washington to institute proceedings against persons charged with selling liquor on the Colville Reservation, and if the decision of Judge Hanford was thought to be for the present controlling, to adopt some method whereby the question involved may be reviewed by the appellate court.

At a recent date practically the same question arose in respect to the town sites of Washunga and Red Rock, located respectively in the Kaw and Oto reservations, Okla. These town sites are entirely surrounded by Indian-reservation lands, and unless it be held that they are still Indian country it will be difficult to prevent the introduction and sale of liquor there.

Several investigations of alleged infractions of the liquor law have been made by special agents of the Department of Justice, and numerous prosecutions and convictions of offenders have been had during the past year. At 34-36.

20B. REPORT OF THE SECRETARY OF THE INTERIOR (1903) H. EXEC. DOC. 58TH CONG., 2d SESS. (1903-04).

Indian Allotments.– Pursuant to the recommendation of the Commissioner of the General Land Office, approved by the Department February 21, 1903 (32 L.D., 17), there is now in progress an examination by the Office of Indian Affairs and the General Land Office, jointly, of all allotments remaining intact, as made to

Indians under the fourth section of the general allotment law of February 8, 1887 (24 Stat. L., 388), and amendatory act of February 28, 1891 (26 Stat.L., 794), the purpose of the examination being to ascertain whether the lands included in such allotments are suitable for homes for the Indians, whether the requirements of the law as to settlement have been complied with, and generally so to adjust the allotments as to accomplish the purpose for which the law was enacted. At 11.

The allotments in the State of Nevada are now being examined by agents of the General Land Office and of the Office of Indian Affairs. Other districts will be taken up as fast as practicable. Those tracts which are not of a character subject to allotment will be restored to the public domain, and an earnest effort will be made to adjust the allotments in a way that will be of the greatest benefit to the Indians and to the public generally. At 12.

Ceded Chippewa Lands in Minnesota.– The examination of ceded Chippewa lands in Minnesota under the act of June 27, 1902 (32 Stat. L., 400), was resumed by a corps of examiners in the employ of the General Land Office on December 15 last. The first examination completed was that of lands in the former Chippewa of the Mississippi and Winnibigoshish Indian reservations,. . .at 28.

In pursuance of thepolicy adopted by the Department under authority of law, the abolishment of Indian agencies, and the devolving of the duties appertaining thereto upon bonded superintendents in charge of Indian training schools located at such agencies, has been continued, with the result that the number of

agencies provided for in the appropriation for the present fiscal year is 33, as against 43 for the past year.

Great emphasis is placed upon this policy by the Indian Department (see report of Commissioner of Indian Affairs), and it is claimed that it meets the conditions which will best enable the Indian to break away from ancient tribal traditions and influences, and to become self-supporting. At 30.

AGREEMENTS WITH INDIANS.

FORT BERTHOLD RESERVATION.–Mention was also made in my last annual report of an agreement which had been made with the Indians residing on the Fort Berthold Reservation. This agreement was submitted to Congress at its last session, but was not ratified.

Agreements made with the Crows and the Yankton Sioux in 1899 and with the Indians of the Devils Lake, Grand Ronde, Lower Brule, and Rosebud reservations in 1901 are still pending before Congress. At 49.

21A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1904) H. EXEC. DOC. 58TH CONG., 3d SESS. (1904-05).

Red Lake, Minn.–An agreement was concluded March 10, 1902, with the Indians of the Red Lake Reservation, Minn., ceding the western portion of their reserve, embracing 256,152 acres. At 3.

Rosebud, S. Dak.–An agreement was concluded September 14, 1901, with the Indians of the Rosebud

Reservation, S. Dak., by which they ceded the surplus unallotted lands of that part of their reserve situated in Gregory County, S. Dak. The agreement was ratified by act of April 23, 1904 (33 Stats., 254). At 3-4.

Unratified agreements.–Agreements pending during last session of Congress and still unratified are:

With the Indians of the Lower Brule Reservation, S. Dak., concluded May 6, 1901, ceding the western portion of their reserve, embracing 56,000 acres. At 5.

The Present.– In 1882, just a generation ago, Congress tardily recognized the all-important necessity for educating the young Indian in the ways of civilization by the appropriation of $135,000. This meager sum has been gradually increased since that time until the last appropriation was $3,500,000. Educational work has kept pace with these donations on the part of a liberal people, who now possess the Indians' vast ancestral domain. At 23.

Reservations are being broken up. Inherited lands are being sold, and sturdy American citizens are buying them and settling among the Indians, and following the wake of all comes the public school, where in time the white and Indian will mingle.

Modest as well as splended homes and cities are springing up on the old reservations. The Indian is thus brought into contact with, and, after education, into a portion of that civilization. At 29.

Sioux ceded lands.–It has been the policy of the Department, as stated in my last annual report, to

encourage the Indians who received allotments within the Sioux ceded tract, South Dakota, under theSioux act of March 2, 1889 (25 Stats., 888), to relinquish such allotments and to remove to their respective reservations and take allotments there. The Indians have done so from time to time and they are still making relinquishments occasionally. For this reason none of these nonreservation allotments have been submitted to the Department for approval. That action will be taken as soon as it is ascertained that no other Indians within the Sioux ceded tract desire to relinquish their allotments. At 62.

21B. REPORT OF THE SECRETARY OF THE INTERIOR (1904) H. EXEC. DOC. 58TH CONG., 3D SESS. (1904-05)

Satisfactory sale was had of lands of the Red Lake Indian Reservation of Minnesota and the opening to settlement and entry of the Rosebud Indian lands in South Dakota, the Devil's Lake lands in North Dakota, and Arid lands of Nebraska, was successfully effectuated. At 4.

In the Indian Service ten agencies were abolished during the years and the duties of such agencies devolved upon bonded superintendent of Indian training schools. At 5.

Examination of Ceded Chippewa Lands in Minnesota.—The work of examining the lands in the former Chippewa Indian Reservations, ceded under the act of January 14, 1889 (25 Stat L. 642), was brought to a completion March 31 last. There were examined during the past year 725,818.98 acres, embracing lands in the Pigeon River, Fond du Lac, Bois Fort, Deer Creek, Red Lake, and Chippewa of the Mississippi reservations. Of the total lands examined 88,320 acres were classified as "pine" lands, and

theestimates indicated that there are 172,445,000 feet of merchantable pine timber thereon. At 16.

Opening of Lands in the Red Lake, Grande Ronde, Rosebud, and Devils Lake Reservations.—As provided by the act of February 20, 1904 (33 Stat. L., 46), the Red Lake Indian lands of Minnesota were offered at public sale at Thief River Falls, Minn., commencing at 9 o'clock a.m. June 20, 1904, and said sale was continued until July 14, 1904, at which time the same wasadjourned tobe resumed at Crookston, Minn., October 3, 1904. At 17.

AGRICULTURAL LANDS IN INDIAN RESERVATIONS.

Instructions and schedules of land were issued the past year for the sale and disposal of agricultural lands in the following ceded Indian reservations, viz:

	Acres.
Chippewa Reservations, Minnesota	1,017,618.12
Red Lake Reservation, Minnesota	256,143.58
Rosebud Reservation, South Dakota	385,887.11
Devils Lake Reservation, North Dakota	88,948.39
Grand Ronde Reservation, Oregon	26,264.65
Total	1,774,861.85

At 339.

22A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, ANNUAL REPORTS OF THE DEPARTMENT OF THE INTERIOR, INDIAN AFFAIRS, PART 1 (1905).

SALE OF LIQUOR TO INDIANS.

During the last year fresh efforts have been made by persons engaged in the liquor traffic to elude the law forbidding the introduction of liquor into the Indian

country. They have bought land on reservations from heirs of dead allottees and prepared to engage in the business of selling liquor, insisting that, as they had warranty deeds to the land, it was no longer Indian country, and they had the same right to engage in any business on that land as on land owned by them off the reservations. At 20.

The main, and of course the best, source of competition is the approach of white towns to the reservation boundary and the opening of reservation tracts to white occupancy after the Indians have been given their individual allotments. This gives the Indian a chance to buy and sell in white communities, and this Office has instructed agents everywhere that "Indians must be permitted to sell their crops and other articles produced by them at available market towns." Nevertheless, since the licensed trader is nearest the Indians, he continues to have some advantage over an outsider in making sales and collecting debts, and his personal influence and example still go a good way with our red brother. At 28.

At the Sisseton Agency, in South Dakota, an order was issued from the circuit court to the First National Bank at Sisseton, depositary of funds in which Titus White, an Indian, is interested as beneficiary, to show cause why an order should not be made by the court for the bank to turn over and deliver to the sheriff of Roberts County, S. Dak., the certificate of deposit covering the proceeds derived from the sale of the Titus White heirship land. The case came on for hearing before the court on July 18, 1905, United States Attorney J. D. Elliott appearing on behalf of thebank and moving the dismissal of the order to show cause. The motion was granted and the order was accordingly dismissed. At 33-34.

PROPOSED REMOVAL OF LEMHI INDIANS TO FORT HALL, IDAHO.

The act of February 23, 1889 (29 Stat. L., 687), provided for negotiations with theLemhi Indians, in Idaho, to secure their relinquishment of the Lemhi Reservation and their removal to the Fort Hall Reservation. The Fort Hall Indians have already agreed to receive them and to have their diminished reservation allotted in severalty among both the Fort Hall and Lemhi Indians. At 106.

22B. REPORT OF THE SECRETARY OF THE INTERIOR. H. EXEC. DOC., 59TH CONG., 1ST SESS. VOL. 18 (1905-06)

Theopening to settlement and entry under the homestead law of the Rosebud Indian lands in South Dakota and of the Devils Lake lands in North Dakota, under the acts of April 23, 1904 (33 Stat. L., 254), and April 27, 1904 (33 Stat. L., 319), respectively, was successfully accomplished, and the entry of lands in said reservations is still in progress. Equally successful was the opening to settlement and entry under the homestead laws on August 28, 1905, of the unreserved and unallotted lands of the Uintah Indian Reservation in Utah, under the act of March 3, 1905 (33 Stat. L., 1069). At 5.

The opening of the unallotted and unreserved lands of the Devils Lake Indian Reservation, in North Dakota, under the act of April 27, 1904 (33 Stat. L., 319), began on September 6, 1904, as described in my last annual report. Of approximately 556 claims of 160 acres each included in the lands restored to the public domain in said reservation, 161 entries and filings, aggregating 24, 580

acres, were made during the sixty-day period following the opening. At 11.

23A. ANNUAL REPORT OF THE DEPARTMENT OF INTERIOR (1906)

The Burke law materially modifies the Dawes law. It postpones the acquisition of citizenship until the termination of the trust as to all allotments made after May 8, 1906, and declares that the allotees shall be subject to the exclusive jurisdiction of the United States until they acquire citizenship. To nullify the injustice which such a general provision might inflict upon Indians capable of taking their places in the State as citizens, a very comprehensive proviso confers authority on the Secretary of the Interior to terminate the trust period by issuing a patent in fee whenever he is satisfied of the competency of an allottee to manage his own affairs. Fortunately this power is broad enough to cover all allotments, no matter when made. At 28-29.

It is doubtful whether the provisions of the act in regard to the Federal jurisdiction over the Indian and his allotment is more than declaratory of the prior law, altho it is certain that many courts hold a contrary view. At 29.

In short, I would make industry the primary test and use this as a lever to force Indians to earn their bread by labor. There is no danger of proceeding too slowly; thespirit of the times will not permit any stagnation. The legislation of recent years shows conclusively that the country is demanding an end of the Indian question, and it is right. The Burke law, wisely administered, will accomplish more in this direction than any other single

factor developed in a generation of progress. When it is supplemented by other legislation which will enable their pro rata shares of the tribal moneys to be paid, principal and interest, to competent Indians, the beginning of the end will be at hand. Such Indians, owning their land in fee, and receiving their portions of the tribal property without restriction, can not by any course of action maintain a claim for further consideration. Thru such measures the grand total of the nation's wards will be diminished daily and at a growing ratio. At 30.

GENERAL POLICY.

This leads me to consider the general policy of allotment as controlled by law. At 80.

Not uncommonly nowadays reservations are opened by special act of Congress, andin almost every instance, as I have pointed out elsewhere, the primary object seems to be to hasten the date when the surplus-unallotted lands can be taken by the homeseeker. This is not unnatural, in view of all the circumstances, but it is unwise nevertheless. Too little thought is given to the condition of the Indians to be allotted, and incidentally to this, not enough regard is paid to the ultimate welfare of those whites who will try to acquire homes on the coveted lands or of those who will ultimately succeed to a large part of the allotments. The law toooften operates as an attempt to anticipate administration, and administrative officers are in their turn forced, much against their will, into apparent lawmaking by having to construe the law on so many dubious points.

Another result which could hardly help flowing from it would be the more rapid opening of reservations and the

consequent dissolution of the generally condemned reservation system; for the executive branch of the Government could act then in one case after another without the need of consuming the time of the Congress upon special legislature. The development of what has been known as thefrontier West would thus proceed along the line of least resistance, to the ultimate advantage of the whole country. At 80-82.

Reservation in Washington, dated December 20, for the cession of their surplus lands and the settlement of claims growing out of lands formerly claimed by them but disposed of by the Government without their consent.

The Colville Reservation was created by Executive orders of April 9 and July 2, 1872. An agreement was made with the Indians on May 9, 1891, by which they ceded the northern part of their reservation to the United States for $1,500,000 but the Congress declined to ratify this agreement and substituted the act of July 1, 1892 (27 Stat. L., 62), which vacated the northern part of the reservation, containing approximately 1,500,000 acres, and after providing allotments for the Indians residing thereon, restored the remainder of the lands to the public domain.

This Office has always held that the Indians were justly entitled to all the territory which was within their reservation prior to the opening to settlement of the northern part, and thatthey were therefore entitled to compensation for the lands taken.

Article 1 of the agreement of last December provided for the cession of the entire diminished reservation, after

an allotment of 80 acres had been made to each man, woman, and child belonging to or having tribal relations on the Colville Reservation, and for the payment to the Indians of $1,500,000 in compensation for the lands opened to settlement by the act of July 1, 1892.

Article 2 provided for the classification of the lands, the appraisal of all except the mineral lands, and the opening to settlement, by Presidential proclamation, of all surplus lands, to be paid for in five annual installments, default in payment of any installment to work a forfeiture of all moneys paid andright to the lands purchased. Lands remaining undisposed of were to be offered at public sale at not less than $1 per acre at the expiration of five years and without regard to minimum price at the expiration of ten years, all mineral lands and lands reserved for town-site purposes to be disposed of under the general laws, and all moneys derived from sales of land to be paid to the Indians.

Article 3 provided that $100,000 be paid to the Indians per capita within six months from date of ratification, the remaining $1,400,000 to constitute a general improvement fund, the interest at 4 per cent and the proceeds of the sales of the opened lands to be expended annually for the benefit of the Indians.

Other articles provided that the United States was not bound to find purchasers or to purchase any of the lands opened, but was to act as trustee for the Indians in their disposition; also that the agreement should not deprive the Indians of any benefits to which they are entitled under existing agreements not inconsistent with the agreement concluded. At 166.

This agreement was not ratified by the Congress, but its essential features, with some important additions, are embodied in an act approved March 22, 1906 (34 Stat. L., 80). This act provides for the opening of the lands in a manner similar to that proposed in the agreement, and the current Indian appropriation act provides for setting aside in the Treasury of the United States $1,500,000, to be at all times subject to appropriation of Congress and to be full payment to the Indians for the 1,500,000 acres opened to settlement by the act of July 1, 1892.

The prominent features in the act and agreement are as follows: Provision is made for the sale of all lands classified as timber lands by the Secretary of the Interior under sealed bids to the highest bidder, the proceeds, after deducting the expenses incurred in connection with the allotment, appraisement, sales, and surveys, to be deposited in the Treasury of the United States and expended for the education and improvement of the Indians, in the purchase of stock, agricultural implements, and building materials, and in per capita cash payments to the Indians in the discretion of the Secretary of the Interior. Such lands, not exceeding three sections, as may be necessaary for agency, school, and religious purposes and such as are now occupied by the agency buildings or mill site, are reserved, and the Secretary of the Interior is authorized to withhold from sale any lands which can be included in any feasible irrigation project and to dispose of them under the reclamation act of June 17, 1902, the amounts paid for the land over and above the cost of reclamation to be credited to the fund established by the act for the Colville Indians. at 167.

23B. REPORT OF THE SECRETARY OF THE INTERIOR (1906) H. EXEC. DOC. 59TH CONG., 2d SESS. (1906-07)

The opening to settlement and entry of the Crow Indian lands in Montana, and the Shoshone or Wind River lands in Wyoming, under the acts of April 27, 1904 (33 Stat. L., 352), and March 3, 1905 (33 Stat. L., 1016), was successfully accomplished. The acreage involved in the Crow Indian Reservation was 969,656.58. Up to and including August 31, 1906, a total of 263 persons had made filings and entries out of a possible 5,125. In the Shoshone or Wind River Reservation the acreage was 1,438,633.66. Up to and including August 31, 1906, 388 persons had made filings out of a possible 1,600. At 6.

. . .also instances of special legislation important in the localities concerned, such as the opening of the Osage and Coeur d'Alene Reservations; of the closed half of the Colville Reservation;. . . at 35.

PATENTS IN FEE SIMPLE.

The Commissioner calls attention to the provisions of he general allotment act of February 8, 1887 (24 Stat. L., 388), (better known as the Dawes law), which he regards as the crystallization of the resolve of the Government that the tribal regulations of the Indians should cease. The powers conferred by it to segregate the lands occupied by the Indians and have them taken in severalty have been exercised to as great an extent as conditions have seemed to warrant. By its provisions the lands allotted in severalty were to be held in trust for a period of twenty-five years, and the Indians were to become citizens ofthe United

States and of the several States at the instant of the approval of their allotments. The same act subjected allotments to the local laws of descent and partition during the trust period. This provision, taken in connection with the act of May 27, 1902 (32 Stat. L., 245), authorizing the sale of deceased allottees' land, has given rise to a mass of conflicting procedure by inferior courts of the several States and Territories, resulting in more evil than good. The mere fact of so much conflict in the views and procedure of such courts makes the Indian administrative work extremely difficult and impedes the progress of the Indians as a whole.

Such conditions made plain the need of some law which would enable the Indian Office to manage the affairs of thehelpless class with undisputed authority, but, on the other hand, to remove from the roll of wards and dependents the large and increasing number of Indians who no longer need any supervision from a bureau in Washington. Hence the act of May 8, 1906 (34 Stat. L., 184), was passed.

This act materially modifies the general allotment act of February 8, 1887, and provides, among other things, that until the issuance of fee-simple patents allallottees to whom trust patents shall hereafter be issued shall be subject to the exclusive jurisdiction of the United States. It also confers authority on the Secretary of the Interior, in his discretion, to terminate the trust period by issuing a patent in fee simple whenever he shall be satisfied that any Indian allottee is competent and capable of managing his or her affairs. At 48-49.

When it is supplemented by other legislation which

will enable their pro rata shares of the tribal moneys to be paid, principal and interest, to competent Indians, the beginning of the end will be at hand. Such Indians, owning their land infee, and receiving their portions of the tribal property without restriction, can not by any course of action maintain a claim for further consideration. Through such measures the grand total of the nation's wards will be diminished daily and at a growing ratio. At 50.

Supreme Court, U. S.
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III

APPENDIX FOR RESPONDENT

IN THE

Supreme Court of the United States

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

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In The

UNITED STATES DISTRICT COURT

District of South Dakota, Southern Division

CIV 72-4055

ROSEBUD SIOUX TRIBE,

Plaintiff

vs.

HONORABLE RICHARD KNEIP, Governor of the State of South Dakota; GORDON MYDLAND, Attorney General of the State of South Dakota; THE COUNTY OF MELLETTE; THE COUNTY OF LYMAN; THE COUNTY OF TRIPP; and THE COUNTY OF GREGORY,

Defendants

BRIEF OF PLAINTIFF

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Art Bunce
On the Brief

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Treaty of Sept. 17, 1851; 11 Stat. 749

Treaty of April 29, 1868; 15 Stat. 635

Act of February 8, 1887; chap. 119 24 Stat. 388

Act of March 2, 1889; chap. 405; 25 Stat. 888

Act of March 3, 1891; chap. 561; 26 Stat. 1097; 43 U.S.C. § 161 et seq

Act of July 1, 1892; chap. 140; 27 Stat. 62

Act of April 23, 1904; chap. 1484; 33 Stat. 245

Act of March 22, 1906; chap. 1126; 34 Stat. 80

Act of March 2, 1907; chap. 2536; 34 Stat. 1230

Act of May 29, 1908; chap. 218; 35 Stat. 460

Proclamation of May 13, 1904; 33 Stat. 2354

Proclamation of August 24, 1908; 35 Stat. 2203

Proclamation of August 19, 1909; 36 Stat. 2500

Act of May 30, 1910; chap. 260; 36 Stat. 448

Act of June 1, 1910; chap. 264; 36 Stat. 455

Act of March 3, 1927; chap. 299; 44 Stat. 1347 §4; 25 U.S.C. § 398 (d)

Act of June 18, 1934; chap. 576; 48 Stat. 984; 25 U.S.C. §476 et seq

Act of June 25, 1948; chap. 139; 62 Stat. 757; 18 U.S.C. §1151

Act of June 25, 1948; chap. 645; 62 Stat. 758; 18 U.S.C. §1153

Act of June 17, 1954; chap. 303; 68 Stat. 250. 25 U.S.C. §891 et seq.

3. Miscellaneous:

Memo. Field Solicitor, Aberdeen Office, Bureau of Indian Affairs, April 6, 1972

Memo. Acting Sol. I.D., May 25, 1937

Congressional Record, May 26, 1908; January 21, 1904; April 27, 1910

Report of Commissioner of Indian Affairs (1916)

Felix S. Cohen, Handook of Federal Indian Law, Government Printing Office, 1942

Charles Lowell Green, The Administration of the Public Domain in South Dakota, South Dakota Historical Collection, Vol. 20 (1940)

Report No. 443, House of Representatives, H.R. 10418, 58th Congress, 2nd Session, January 21, 1904

Constitution and By-Laws of the Rosebud Sioux Tribe of South Dakota, Approved by Secretary of the Interior, December 16, 1935

INTRODUCTORY STATEMENT

The Rosebud Sioux Tribe has brought this declaratory judgment action seeking declarations that three acts of Congress did not diminish the Rosebud Reservation or alter its bourdaries from those defined in the Act of March 2, 1889. The defendants assert that the three acts did diminish the Rosebud Reservation so that the reservation now embraces only Todd County, South Dakota. Acting on this assertion, the defendants have been exercising civil and criminal jurisdiction over members of the Rosebud Sioux Tribe within those parts of the reservation of 1889 in the counties of Mellette, Tripp, Lyman and Gregory. In these areas the defendants also collect a tax on sales to members of the tribe, regulate hunting and fishing, etc. On the other hand, the tribe, pursuant to its inherent sovereignty and to its specific authority under its federally approved constitution, is entitled to exercise these and other aspects of its jurisdiction throughout the areas in question to the exclusion of the defendants. Without asking this Court to define the exact nature of its jurisdiction, the Rosebud Sioux Tribe does ask the Court to declare whether or not any of the three statutes in question operated to diminish the geographical territory over which the tribe is entitled to exercise this jurisdiction. Therefore, the question presented is: Did the Act of April 23, 1904 (33 Stat. 254, chap. 1484) or the Act of March 2, 1907 (34 Stat. 1230 ,chap. 2536) or the Act of May 30, 1910 (36 Stat. 448, chap. 260) remove the lands which each opened

to non-Indian settlement from the Rosebud Sioux Indian Reservation, thereby rendering those opened lands no longer "Indian country" as defined at 18 U.S.C. §1151 (a)?

In this brief we deal with the above three acts to show that they were not expressions of Congressional intent to diminish or alter the boundaries of the Rosebud Reservation. Rather, Congress intended only to allow non-Indians to take homesteads on these parts of the reservation in a manner consistent with the heavy moral obligations which the United States has imposed on itself in its dealings with its Indian wards. To show this, we rely on legislative and historical materials and on a line of federal cases, including Seymour v. Superintendent, 368 U.S. 351; 82 S.Ct. 424 (1962); City of New Town, N.D. v. United States, 454 F.2d 121 (8th Cir., 1972); and United States ex rel. Condon v. Erickson, (U.S.D.C.D.S.D., June 27, 1972, CIV71-175), which construe other statutes with substantially identical language as not having diminished certain other reservations. The Supreme Court of South Dakota has endorsed this line of cases in South Dakota v. Molash, appeal #10959, opinion filed July 19, 1972.

The original establishment of an Indian reservation is much more than a grant of lands to a conquered people. To use a more descriptive phrase, along with the land goes a bundle of rights. One of these rights is the right of the Indians to govern th[illegible]. Williams v. Lee, 358 U.S. 217; 79 S.Ct. 269 (1959); Organized Village of Kake v. Egan, 369 U.S. 60; 82 S.Ct.

562 (1962). Another such right is freedom from state jurisdiction. United States v. Kagama, 118 U.S. 375; 6 S.Ct. 1109 (1886); Seymour v. Superintendent, supra; Annis v. Dewey County Bank, 335 F.Supp. 133 (U.S.D.C.D.S.D., 1971). Another among the many possible rights within the bundle is the right to hunt and fish regardless of state licensing regulations. Menominee Tribe v. United States, 391 U.S. 404; 88 S.Ct. 1705 (1968); Puyallup Tribe v. Department of Game, 391 U.S. 392; 88 S.Ct. 1725 (1968). It is our position that the loss of one right, such as the right to occupy the land, does not necessarily jeopardize the other rights remaining in the bundle of rights as originally granted. For example, in the area of freedom from state criminal jurisdiction, the loss by the tribe of the land upon which a crime is committed does not deprive the Indian defendant of his right to be free from state criminal jurisdiction. Seymour v. Superintendent, supra; City of New Town, N.D. v. United States, supra; United States ex rel. Condon v. Erickson, supra.

The clearest example of this concept appears in Menominee Tribe v. United States, supra. When the Menominee Reservation was originally established, the Indians received a bundle of rights, including not only the right to occupy the land but also the right to hunt and fish freely. By the Menominee Indian Termination Act of 1954, 25 U.S.C. §§891-902, the entire Menominee Reservation was disestablished and destroyed. Nevertheless, the United States Supreme Court held that, although nothing at all was left of the reservation lands after the

termination act, at least one of the original rights in the bundle of rights was not destoryed by the act. That Court failed to find any Congressional intent to end the tribal rights to hunt and fish as originally granted. 391 U.S. at 412-413; 88 S.Ct. at 1711. Citing many cases discussed in this brief, the Court repeated that "The intention to abrogate or modify a treaty is not to be lightly imputed to the Congess." 391 U.S. at 413; 88 S.Ct. at 1711.

Our present position before this Court is similar. It is granted that Congress did intend to modify the treaty and act which established the Rosebud Reservation. However, Congress expressed this intent only in terms of allowing non-Indians to acquire certain lands from the tribe. There was no expression of Congressional intent to take more than the right to use and occupy some of the tribal lands from the originai bundle of rights granted to the Rosebud Sioux when the reservation was established. Congress confirmed in the Rosebud Sioux Tribe the right to exercise jurisdiction, whatever the nature of that jurisdiction may be, over the area described in the Act of March 2, 1889. The three acts noted above did not affect this right. Thus, the Rosebud Sioux Tribe still enjoys this right and will continue to enjoy it until Congress directs otherwise.

ARGUMENT

I. It is well-settled that state civil and criminal jurisdiction does not extend to Indians on reservations.

Chief Justice John Marshall first enunciated the legal status of Indian tribes in Cherokee Nation v. Georgia, 30 U.S. (5 Pet.) 1 (1831). He described Indian tribes as "domestic dependent nations" and characterized their relationship with the United States as that of a ward to his guardian. Ibid., at 17. With this portrayal in mind, the Supreme Court soon after considered the effect of state jurisdiction over reservation Indians and the degree to which such jurisdiction would impinge on the delicate relationship between the federal guardian and its Indian wards. In holding that the state of Georgia lacked jurisdiction, Chief Justice Marshall declared that

> The Cherokee Nation, then, is a distinct community, occupying its own territory, with boundaries accurately described, in which the laws of Georgia can have no force, and which the citizens of Georgia have no right to enter, but with the assent of the Cherokees themselves, and with the acts of congress. The whole intercourse between the United States and this nation is, by our constitution and laws, vested in the government of the United States. The act of the state of Georgia, under which plaintiff in error was prosecuted, is, consequently, void, and the judgment is a nullity. Worcester v. Georgia, 31 U.S. (6 Pet.) 515, 560 (1832).

The Supreme Court further amplified and explained this absence of state jurisdiction in United States v. Kagama, 118 U.S. 375, 383-384; 6 S.Ct. 1109, 1114 (1886), in which the Court declared that

> These Indian tribes are the wards of the nation. They are communities dependent on the United States,--dependent largely for their daily food; dependent for their political rights. They owe no allegiance to the states, and receive from them no protection. Because of the local ill-feeding, the people of the states where they are found are often their deadliest enemies. From their very weakness and helplessness, so largely due to the course of dealing of the federal government with them, and the treaties in which it has been promised, there arises a duty of protection, and with it the power. This has always been recognized by the executive, and by congress, and by this court, whenever the question has arisen.

As was noted by Felix S. Cohen, whom the Supreme Court described as "an acknowledged expert in Indian law" in Squire v. Capoeman, 351 U.S. 1, 8-9; 76 S.Ct. 611, 616 (1956), in his Handbook of Federal Indian Law, (G.P.O., 1942) p. 121,

> John Marshall's analysis of the basis of Indian self-government in the law of nations has been constantly followed by the courts for more than a hundred years. The doctrine set forth in this opinion [Worcester v. Georgia] has been applied to an unfolding series of new problems in scores of cases that have come before the Supreme Court and the inferior federal courts.

For modern applications of this well-established doctrine, see generally Williams v. Lee, 358 U.S. 217; 79 S.Ct. 269 (1959); Groundhog v. Keeler, 442 F.2d 674 (10th Cir., 1971); Arizona ex rel. Merrill v. Turtle, 413 F.2d 683 (9th Cir., 1969); Littell v. Nakai, 344 F.2d 486 (9th Cir., 1965); Iron Crow v. Oglala Sioux Tribe, 231 F.2d 89 (8th Cir., 1956).

II. The counties of Mellette and Tripp and parts of the counties of Gregory and Lyman were part of the original Rosebud Indian Reservation.

1. The Treaty of Fort Laramie, between commissioners especially appointed and authorized by the President, and the chiefs of the Sioux, Cheyenne, Arapahoe, Crow, Assinaboine, Gros-Ventre Mandan, and Arrickara Nations, was signed on September 17, 1851 and proclaimed by President Millard Fillmore at 11 Stat. 749. This treaty assigned the Sioux most of what is now southwestern South Dakota and northwestern Nebraska, including all of Mellette county, most of Tripp county, and part of Lyman county.

2. The rather tenuous reservation described in the Treaty of Fort Laramie was modified and enlarged by the Treaty with the Sioux and Arapahoe of 1868. It was signed by General William Tecumseh Sherman on behalf of the United States on April 29, 1868, ratified by Congress on February 16, 1869 (15 Stat. 635), and proclaimed by President Andrew Johnson on February 24, 1869. By this treaty, the Great Sioux Reservation was established. It encompassed all of the present state of South Dakota west of the east bank of the Missouri River, including all of the present counties of Mellette, Tripp, Gregory, and Lyman. This hugh tract was

> set apart for the absolute and undisturbed use and occupation of the Indians herein named.

3. The Great Sioux Reservation was diminished from its 1868 boundaries by the Act of March 2, 1889, chap. 405, 25 Stat. 888. This act reduced the Sioux lands to about half their former extent and explicitly restored the remainder to the public

domain, the United States purchasing some of the lost lands outright. Section 2 of this act explicitly

> set apart for a permanent reservation for the Indians receiving rations and annuities at the Rosebud Agency, in said territory of Dakota (emphasis supplied)

an expanse of about three million acres of land which includes all of the counties of Mellette, Tripp, and Todd, that part of the county of Gregory west of the ninety-ninth degree of west longitude, and that part of the county of Lyman west of the west boundary line of Gregory county extended north and south of the White River. The statutory description of this tract is

> Commencing in the middle of the main channel of the Missouri River at the intersection of the south line of Brule County; thence down said middle of the main channel of said river to the intersection of the ninety-ninth degree of west longitude from Greenwich; thence due south to the forty-third parallel of latitude; thence west along said parallel to a point due south from the mouth of Black Pipe Creek; thence due north to the mouth of Black Pipe Creek; thence down White River to a point intersecting the west line of Gregory County extended north, thence south on said extended west line of Gregory County to the intersection of the south line of Brule County extended west; thence due east on said south line of Brule County extended to the point of beginning in the Missouri River, including entirely within said reservation all islands, if any, in said river.

III. This Court must consider four principles in determining whether the situs of an offense is "Indian country" for jurisdictional purposes.

The Eighth Circuit Court of Appeals has suggested the first, second, and fourth of the following four principles to be considere

in determining whether an Act of Congress operated to disestablish or diminish an Indian reservation in the recent case of City of New Town, N.D. v. United States, 454 F.2d 121, 125 (1972). These principles were noted and followed by the present Court in the very recent unreported case of United States ex rel. Condon v. Erickson, (U.S.D.C., D.S.D., CIV71-178), June 27, 1972.

A. Only Congress can diminish or alter the boundaries of an Indian Reservation.

In defining the term "reservation" and comparing it with the term "Indian country", the United States Supreme Court discussed both terms and held that

> when Congress has once established a reservation, all tracts included within it remain a part of the reservation until separated therefrom by Congress. United States v. Celestine, 215 U.S. 278, 282; 30 S.Ct. 93, 95 (1909).

This rule, as established in Celestine, that only Congress may disestablish or alter the boundaries of a reservation, is undoubtedly still good law. The United States Supreme Court, as recently as 1968, has cited Celestine as still the law "With respect to crimes committed by Indians within reservation boundaries". Puyallup Tribe v. Department of Game, 391 U.S. 392, 397, n. 11; 88 S.Ct. 1725, 1728, n. 11 (1968). That Court also cited and followed Celestine in Seymour v. Superintendent, 368 U.S. 351, 359; 82 S.Ct. 424, 429 (1962). The Eighth Circuit also regards Celestine as the law. In Beardslee v. United States, 387 F.2d 280, 285 (1967), that Court per Blackmun described this premise of Celestine as "established", quoted it verbatim, and

treated it as authoritative in deciding a jurisdictional question. The Eighth Circuit described this rule of Celestine as a "principle" and followed it in City of New Town, N.D. v. United States, supra, at 125. Also, in United States ex rel. Miner v. Erikson, 428 F.2d 623, 638 n. 11 (1970), Judge Lay, dissenting on other grounds in a case in which jurisdiction was not a issue, stated that

> The rule is firmly established under United States v. Celestine, 215 U.S. 278, 80 S.Ct. 93, 54 L.Ed. 195 (1909) that once the reservation is established all tracts remain within it until separated by Congress.

Thus, the viability of the rule in Celestine is beyond serious dispute under the decisions of the United States Supreme Court and those of the Eighth Circuit. The decisions in other circuits are in accord. Williams v. United States, 215 F.2d 1, 2 (9th Cir., 1954); Tooisgah v. United States, 186 F.2d 93, 97 (10th Cir., 1950). [1]

B. Courts will not lightly impute to Congress an intent to abridge or abrogate Indian treaty rights or statutory rights.

Because Indian tribes occupy a special position with respect to the United States, they have always been accorded a degree of special treatment in the federal courts. Chief Justice John Marshall described Indian tribes as "domestic

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[1] The Celestine doctrine has been codified in 25 U.S.C. §398(d).

dependent nations" and characterized their relationship with the United States as that of a ward to its guardian. Cherokee Nation v. Georgia, 30 U.S. (5 Pet.) 1, 17 (1831). An enunciation of the duty imposed on the United States and its courts in dealings with Indian tribes is found in Seminole Nation v. United States, 316 U.S. 286, 296-297; 62 S.Ct. 1049, 1054 (1942):

> Under a humane and self-imposed policy which has found expression in many acts of congress and numerous decisions of this Court, the United States has charged itself with moral obligations of the highest responsibility and trust. Its conduct, as dislcosed in the acts of those who represent it in dealings with the Indians, should therefore be judged by the most exacting fiduciary standards.

Although the Congress does have plenary power over its Indian wards in general, Lone Wolf v. Hitchcock, 187 U.S. 553, 566; 23 S.Ct. 216, 221 (1903), the federal courts will not uphold any abridgement or abrogation of rights or benefits secured to a tribe by treaty or statute unless Congress has made it very clear that it really did intend to strip its wards of a right or benefit while the national honor was pledged to dealing "with perfect good faith towards the Indians". Ibid., 187 U.S. 566; 23 S.Ct. 221. As was declared by the Supreme Court in both Pigeon River Improvement Co. v. Cox, 291 U.S. 138, 160; 54 S.Ct. 361, 367 (1934) and Menominee Tribe v. United States, 391 U.S. 404, 413; 88 S.Ct. 1705, 1711 (1968),

> The intention to abrogate or modify a treaty is not to be lightly imputed to the Congress.

This principle was reaffirmed as recently as 1972 by the Eighth

Circuit Court of Appeals in City of New Town, N.D. v. United States, 454 F.2d 121, 125 and by this Court, per Nichol, in United States ex rel. Condon v. Erikson, supra.

C. Doubtful expressions in treaties and statutes dealing with Indian affairs will be construed in favor of the Indians.

As stated by Felix S. Cohen in his authoritative Handbook of Federal Indian Law, (G. P. O., 1942) at p. 37,

> A cardinal rule in the interpretation of Indian treaties is that ambiguities are resolved in favor of the Indians.

This general proposition was first declared by Chief Justice John Marshall in the classic case of Worcester v. Georgia, 31 U.S. (6 Pet.) 515, 582 (1832) in which Marshall held that

> The language used in treaties with the Indians should never be construed to their prejudice. If words be made use of, which are susceptible of a more extended meaning than their plain import, as connected with the tenor of the treaty, they should be considered as used only in the latter sense.

This rule of construction has been followed consistenly. For example, Chief Justice Stone stated, in Carpenter v. Shaw, 280 U.S. 363, 367; 50 S.Ct. 121, 122 (1930), that

> Doubtful expressions are to be resolved in favor of the weak and defenseless people who are the wards of the nation, dependent upon its protection and good faith.

See also Choate v. Trapp, 224 U.S. 665, 675; 32 S.Ct. 565, 569 (1912); Winters v. United States, 207 U.S. 564, 576, 28 S.Ct. 207, 211 (1908); The Kansas Indians, 72 U.S. (5 Wall.) 737 (1866). The Court of Claims has applied this rule as recently

as 1972 in Hebah v. United States, 456 F.2d 696, 704.

This rule of construction applies not only to treaties and agreements with the Indians but also to statutes passed for their benefit. The Supreme Court has posited

> the settled rule that, as between the whites and Indians, the laws are to be construed most favorably to the latter.
> Red Bird v. United States, 203 U.S. 76, 94; 27 S.Ct. 29, 36 (1906).

That same Court repeated this edict in Alaska Pacific Fisheries v. United States, 248 U.S. 78, 89; 39 S.Ct. 40, 42 (1918) when it reaffirmed

> the general rule that statutes passed for the benefit of dependent Indian tribes or communities are to be liberally construed, doubtful expressions being resolved in favor of the Indians.

D. The opening of an Indian Reservation to settlement by non-Indians is not inconsistent with its continued existence as a reservation.

In order to appreciate the significance of the seminal case of Seymour v. Superintendent, 368 U.S. 351; 62 S.Ct. 424 (1962), and its relation to the Rosebud Reservation, it is necessary to examine the historical background of the opening of the reservation in considerable detail. This historical digression is in order at this point to illustrate the thinking of Congress and to demonstrate the Supreme Court's understanding of this thinking in Seymour.

1. There was a great and unsatisfied demand by non-Indians for land to homestead.

Around the turn of the century, Congress was seeking both to fulfill its guardianship obligations toward its Indian wards and to accomodate the legitimate demands of non-Indians for land to homestead. By 1900 nearly all of the public domain which was suitable for agriculture had already been disposed of, but still the demand for homesteads far exceeded the supply of public land available for such purposes. For example, the Act of April 23, 1904 (33 Stat. 254, chap. 1484), which opened that part of the Rosebud Reservation in Gregory County west of 99 degrees west longitude to non-Indian settlers made available approximately 2412 homesteads of 160 acres each. About a quarter of a million people descended upon the local land offices at Bonesteel, Fairfax, Chamberlain, and Yankton and 106,308 of these completed applications to be eligible for a drawing for these 2412 homesteads. At the Yankton office, where 57, 434 applications were filed

> the crowds . . . broke all previous records. Hundreds slept in line at the land office, day and night, for a considerable time, to be in readiness to make their filings. On one day in July nearly seven thousand people were thus registered. It was estimated that nearly one thousand people were in line one morning at one time, having slept there all night. At 4 o'clock in the morning the lines were joined by 1,000 more until they extended one block and a half from one office and nearly as far . . . at another office. A carload of ready eatables came from Sioux City and was sold to the men waiting in line. The rush in the city and especially on the trains was something that had never been witnessed before in this state.
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> Charles Lowell Green, The Administration of the Public Domain in South Dakota, South Dakota Historical Collections, Vol. 20, p. 168 (1940).

For the surplus and unallotted lands on the Rosebud Reservation in Tripp County, a total of 114,769 persons endured great hardships to file for about 4000 homesteads in 1908. A similar crush occurred at the opening of the surplus and unallotted lands in Mellette County in 1911. Ibid.

2. The United States has a duty of exercising a very high standard of good faith in managing the affairs of its Indian wards.

On the other hand, the United States stands in a fiduciary relationship with its Indian wards. The standard of duty of the United States towards the Indian tribes has always been high, certainly high enough to preclude a dimunition of a tribe's reservation without a very strong showing that Congress did affirmatively intend to do so merely to benefit land-hungry non-Indians to whom the United States owed no such special duty of care. The United States Supreme Court declared this special duty toward Indians in United States v. Payne, 264 U.S. 446, 448; 44 S.Ct. 352, 353 (1924). That Court held that Indians

> are an unlettered people, unskilled in the use of language [citation], with regard to whom the United States occupies the position and assumes the responsibilities of virtual guardianship, bound by every moral and equitable consideration to discharge its trust with good faith and fairness.

The same Court required an even more stringent standard in Seminole Nation v. United States, 316 U.S. 286, 296-297; 62 S.Ct. 1049, 1054 (1924):

> Under a humane and self-imposed policy which has found expression in many acts of Congress and numerous decisions of this Court, [the United States] has charged itself with moral obligations of the highest responsibility and trust. Its conduct, as disclosed in the acts of those who represent it in dealings with the Indians, should therefore be judged by the most exacting fiduciary standards

3. The United States had been pursuing a careful and conscious policy of assimilating Indians into the majority society.

In the discharge of this duty towards its Indian wards, the United States had been diligently pursuing a deliberate course of civilizing the Indians, educating them in the ways of the dominant white society, and especially encouraging them to abandon war and hunting as their main source of livlihood in favor of farming. Cohen states that

> the use of these lands which the Indians did not "need" for the advancement of civilization was a logical part of a whole and sincerely idealistic philosophy. The civilizing policy was in the long run to benefit Indian and white man alike.
> Cohen, Handbook of Federal Indian Law, (G.P.O., 1942) p. 209.

In 1918 the Supreme Court noted that

> The purpose of creating the [Metlakahtl] reservation was to encourage, assist and protect the Indians in their effort to train themselves to habits of industry, become self-sustaining and advance to the ways of civilized life.
> Alaska Pacific Fisheries v. United States, 248 U.S. 78, 89; 39 S.Ct. 40, 42 (1918).

More recently the same Court has affirmed that

> Congress has followed a policy calculated eventually to make all Indians full-fledged participants in American society.
> Williams v. Lee, 358 U.S. 217, 220; 79 S.Ct. 269, 271 (1959).

The culmination of this policy was the General Allotment Act of February 8, 1887, 24 Stat. 388 25 U.S.C. §331 et seq. This act provided for allotments of 160 acres to heads of Indian families to be held in trust for them by the United States, a fee simple patent to be issued to each allottee at the expiration of the trust period, and citizenship to all allottees who had severed their tribal relations and had adopted "the habits of civilized life". Under this general act, 53,168 Indians received allotments totalling nearly 5,000,000 acres on their reservations between 1887 and 1900. Report of Commissioner of Indian Affairs (1916), pp. 53, 54. By the time that the surplus and unallotted lands on the reservation in the counties of Mellette, Tripp, Gregory and Lyman were opened to non-Indian settlers, each member of the Rosebud Sioux Tribe had already received his allotment. These allotments were scattered throughout the entire 1889 reservation. The Bureau of Indian Affairs allotment records indicate that, prior to the entry of any non-Indians, Indian allotments totalled approximately 486,770.14 acres of the 857,308.23 acres of Mellette county, or 57% of the land in that county; 404,610.62 acres of the 1,036,00 acres in Tripp county and the relevant part of Lyman county, or 39% of the total land in Tripp county and that portion of Lymar county originally within the Rosebud Reservation; and 115,014.58 acres of the approximately 520,000 acres, or 22% of the part of Gregory county within the original reservation. Had there been more Rosebud Sioux, presumably they, too, would have been allotted.

4. Contemporary history indicates that Congress did not intend the three acts to operate to diminish the Rosebud Reservation from its 1889 boundaries.

During the first years of this century, Congress was confronted with the conflicting demands of settlers for homesteads and of Indians for the faithful fulfillment of guardianship obligations. It had to deal with both of these legitimate demands in the light of its determined policy of amalgamating the Indian into the dominant society by promoting his education and civilization, and by transforming him from a hunter and warrior into a farmer. The Acts of April 23, 1904 (33 Stat. 254, chap. 1484), March 2, 1907 (34 Stat. 1230, chap. 2536), and May 30, 1910 (36 Stat. 448, chap. 260) were Congress' response to these conflicting demands for the Rosebud Reservation; they will be referred to in this brief as the "three acts" for convenience. By allowing non-Indians to homestead the vacant lands on the reservation after all the Indians had received their allotments, Congress not only made available land to land-hungry whites which would otherwise remain unoccupied and unproductive, but it also fostered the civilization and advancement of its Indian wards by sprinkling among them white homesteaders who would exemplify the habits and sense of individual initiative and self-reliance that Congress wished to instill in the Indians in the course of assimilating them into the dominant society. In order to earn their patents, the white homesteaders would not only set excellent examples of industriousness but would also teach their Indian

neighbors the skills of farming. And the presence of productive white farmers would enhance the value of the Indian allotments and also encourage railroads to extend their lines to serve these new farmers, and thereby further increase the value of the Indian holdings.

That Congress intended the three acts to operate as a unit in a deliberate effort to meet the genuine needs of the whites clamoring for land and of the Indians seeking improvement of their condition, is amply supported by the statements of Congressman Charles H. Burke, after whom the town of Burke, South Dakota is named, in the Congressional Record. While the bill to open the surplus and unallotted lands on the Rosebud Reservation in Mellette County to white settlers was under consideration by the House, Congressman Burke, author of all three acts, stated that

> [T]his bill is in line--in fact, almost a duplication--of bills that have heretofore passed and become law, proposing to dispose of surplus and unallotted lands of the different Indian reservations of the country. . . [T]here are two propositions to be considered in disposing of the unallotted and unused lands on Indian reservations. One is, at the earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, doing no good, opened up and developed into farms . . . [This] will have the effect of civilizing the Indians who have allotments and also give value to these allotments which at present are of very little value . . . In addition to that, just as soon as these reservations are opened up and settled [,] railroads usually come in and thereby give greater value to the lands owned by the Indians.
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> Congressional Record, House of Representatives, 61st Congress, 2nd Session, Vol. 45, pt. 5, pp. 5456, 5457. April 27, 1910.[2]

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[2] Burke's prediction that the introduction of white settlers would

Congressman Carter echoed these views when he spoke in support of a very similar bill (Act of May 29, 1908, 35 Stat. 460, chap. 218) to open the surplus and unallotted lands of the Cheyenne River Reservation in South Dakota to non-Indian settlement:

> Now, there is one proposition which should always be taken into consideration in the opening of an Indian reservation, and that is this, that prior

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f.n.2 (cont.)

make the area more attractive to railroad builders materialized on the Rosebud Reservation just as Burke imagined. As soon as the three acts opened the surplus and unallotted lands on that reservation in each of the counties of Mellette, Tripp, and Gregory to white settlers, a rail line was built soon after into the newly opened county. The Chicago & North Western Railway informs this office that in 1902, just two years prior to the opening of the surplus and unallotted lands in that part of the Rosebud Reservation in Gregory county, the Fremont, Elkhorn and Missouri Valley Railroad Company completed its line from Verdigre, Nebraska to Bonesteel, South Dakota in that part of Gregory county not within the 1889 Rosebud Reservation, less than three miles from the reservation border. When the surplus and unallotted lands on the reservation in Gregory county west of 99° west longitude were opened to settlers in 1904, the Chicago and North Western Railway purchased the line to Bonesteel and began extending it to Gregory, within the reservation, and completed construction in 1907. White settlers first entered the Tripp and Lyman county portions of the reservation in 1908, and the Chicago and North Western Railway immediately followed them, completing the line from Gregory in Gregory county to Winner in Tripp county in 1911. In the same year the first white settlers were permitted to enter the surplus and unallotted lands of the reservation in Mellette County, and the Chicago and North Western Railway dutifully began to extend its line into Mellette County after them. However, this last extension was considerably longer than any of the previous extensions and was interrupted by World War I and the ensuing shortages, so that this longer line to Wood in Mellette county was not completed until 1929. It should also be noted that only the Todd county portion of the Rosebud Reservation was never opened to non-Indian settlers and to this day Todd county had no railraod. Therefore, one may safely infer that the railroad almost immediately followed the white settlers to whatever surplus and unallotted lands of the reservation were opened, just as the chief architect of the three acts and Congress had in mind in drafting this legislation.

> to the time of the opening of that reservation the lands are not worth near so much money as they are after the farmers begin to come in, settle, and build homes.
>
> That is what makes the land valuable . . . when they do come in this land will be improved, and as it is improved it will increase in value all the land on what is now the reservation, including the allotments of the Indians who now own the land. As the land around each Indian's allotment is improved and put in a higher state of cultivation just in that proportion will the Indian's original allotment increase in value and be made more productive . . . For that reason, Mr. Speaker, I intend to give my sanction to the bill by voting for it . . . and thereby keep the plighted faith of the Federal Government with its helpless wards. (Applause)
>
> Congressional Record, House of Representatives, 60th Congress, 2nd Session, p. 7006. May 26, 1908.

It was with these historical factors presumably in mind that the United States Supreme Court considered the case of Seymour v. Superintendent, 368 U.S. 351; 82 S.Ct. 424 (1962). The question presented in that case was whether the Act of March 22, 1906, 34 Stat. 80, chap. 1126, which opened the surplus and unallotted lands on the Colville Reservation in Washington to non-Indian settlers, would operate to disestablish that reservation and render it no longer "Indian country" for jurisdictional purposes. This act is substantially identical to the Act of June 1, 1910, 36 Stat. 455, chap. 264, considered in City of New Town, N.D. v. United States, supra, and to the three acts, as will be shown below. In reaching its decision in Seymour, the Court specifically noted:

a. "this country's relationship to its Indian wards" 368 U.S. at 354; 82 S.Ct. at 426

b. that a previous act (Act of July 1, 1892, 27 Stat. 62, chap. 140) had expressly restored a portion of the Colville Reservation to "the public domain" 368 U.S. at 355; 82 S.Ct. at 427

c. that the instant Colville Act had not expressly restored any of the Colville Reservation "to the public domain" 368 U.S. at 355; 82 S.Ct. at 427.

d. the rule of Celestine, 368 U.S. at 359; 82 S.Ct. 429

The Court's decision, presumably made with the above historical circumstances in mind, was that the Colville Act, in opening the surplus and unallotted lands on that reservation to non-Indian settlers, did not expressly disestablish or diminish the Colville Reservation, and that, because it had not do so expressly, it had not done so at all. On the contrary, the Court held that the opened lands were still part of the reservation and therefore still "Indian country" for jurisdictional purposes. 368 U.S. at 355; 82 S.Ct. 427. The Colville Act, when viewed in the light of the conflicting Indian and non-Indian demands for the disposition of the vacant lands,

> did no more than open the way for non-Indian settlers to own land on the reservation in a manner which the Federal Government, acting as guardian and trustee for the Indians, regarded as beneficial to the development of its wards. 368 U.S. at 356; 82 S.Ct. at 427.

IV. Judicial interpretation of the three acts is governed by certain federal decisions rather than by the decisions of the South Dakota Supreme Court.

A. The decisions of federal courts prevail over those of state courts in the interpretation of a federal statute.

It is beyond serious doubt in this federal system of government that a state's courts are the authoritative interpreters of that state's statutes, subject only to that state's constitution and the federal constitution, statutes, and treaties. It is equally beyond question that the federal courts are the authoritative interpreters of federal statutes, subject only to the federal constitution. United States v. Gilbert Associates, Inc., 345 U.S. 361, 363; 73 S.Ct. 701, 703 (1953).

B. Certain recent federal decisions govern the interpretation of federal statutes such as the three acts.

The federal case of Seymour v. Superintendent, 368 U.S. 351; 82 S.Ct. 424 (1962) is the definitive federal holding concerning the proper interpretation of a federal act opening the surplus and unallotted lands on an Indian reservation to non-Indian settlers. This case dealt with an appeal from a state court decision which denied that the state lacked jurisdiction to prosecute the petitioner. The petitioner claimed that jurisdiction was exclusively federal under 18 U.S.C. §1153 since the situs of the offense was within

"Indian country" as defined by 18 U.S.C. §1151. In construing the Colville Act, the language of which is substantially identical to the language of the three acts, the Supreme Court held that the Colville Act did not disestablish or diminish the reservation so opened. This is precisely the question in the instant case; thus, Seymour should govern the construction of the three acts.

Implementing and elaborating on Seymour is the recent case of City of New Town, N.D. v. United States, 454 F.2d 121 (8th Cir., 1972), in which the Eighth Circuit considered exactly the same claim as in Seymour for the Fort Berthold Reservation in North Dakota. That Court applied the principles of Seymour to a 1910 statute, the language of which is also substantially identical to the language of the Colville Act and the three acts. Following the reasoning of Seymour, the Court held that the 1910 statute (Act of June 1, 1910, 36 Stat. 455, chap. 264) did not alter the boundaries of or diminish the Fort Berthold Reservation.

In construing a federal statute, substantially identical to the Colville Act construed in Seymour, in Leech Lake Band of Chippewa Indians v. Herbst, 334 F.Supp. 1001 (U.S.D.C.,D.Minn., 1971), Judge Devitt analyzed the federal statute in terms of the principles set forth in Seymour and held that the instant statute did not disestablish the Leech Lake Reservation and that

> its purpose was not to terminate the reservation or end federal responsibility for the Indian but rather to permit the sale of certain of his lands to homesteaders and others.
> 334 F.Supp. 1005.

Applying both Seymour and New Town is the very recent case

case of United States ex rel. Condon v. Erickson, (U.S.D.C., D.S.D., June 27, 1972) in which the present Court interpreted the federal statute (Act of May 29, 1908, 35 Stat. 460, chap. 218) which opened the surplus and unallotted lands of the Cheyenne River Reservation to non-Indian settlers. The Court held that, at least under New Town, the act in question had not operated to disestablish or diminish the Cheyenne River Reservation and that reservation was therefore still "Indian country" for jurisdictional purposes. The Rosebud Sioux Tribe makes the same claim for its reservation regarding the three acts: since the language of the acts considered in Seymour, New Town, and Condon is substantially identical to the language of the three acts, those three acts must also have not altered the boundaries of the Rosebud Reservation.

C. The decisions of the Supreme Court of South Dakota have been superseded by recent federal decisions and are no longer applicable.

The South Dakota Supreme Court has often grappled with Indian jurisdictional questions such as the one presented in the instant case. Such state decisions would be entitled to considerable weight in the absence of authoritative guidance from the federal courts in the interpretation of the federal statutes. These state decisions include State v. Sauter, 205 N.W. 25 (1925); Application of DeMarrais, 91 N.W.2d 480 (1958); State ex rel. Hollow Horn Bear v. Jameson, 95 N.W.2d 181 (1959); State v. DeMarrais, 197 N.W.2d 225 (1961);

State v. Barnes , 137 N.W.2d 683 (1965); Lafferty v. State, 125 N.W.2d 171 (1963); and Wood v. Jameson, 130 N.W.2d 95 (1964). However, the interpretations accorded to federal statutes in these cases have been superseded by authoritative and conflicting interpretations in Seymour, New Town, Beardslee, and Condon, supra. The first four of these cases rely on interpretations of federal statutes, which interpretations have been superseded by the construction of substantially identical statutes in Seymour, New Town, and Condon, supra. Both DeMarrais cases and the Hollow Horn Bear case relied on an interpretation of 18 U.S.C. §1151(c) which has been ruled incorrect in Beardslee, supra. This error and an untenable attempt to distinguish Seymour are the basis of Lafferty. Only Barnes and Wood mention Seymour. The latter baldly asserts, without any support whatever, that

> we think it was the purpose of Congress to disestablish the reservation and restore to the public domain the lands therein . . .
> 130 N.W.2d 99.

Barnes relies on Lafferty, and an equally untenable distinction from Seymour. Also, the more recent cases of Smith v. Temple, 152 N.W.2d 547 (1967) and Kain v. Wilson, 161 N.W.2d 704 (1968) are inapplicable because they deal with jurisdiction over parts of South Dakota reservations which have never been opened to non-Indian settlement.

For the above reasons, these cited decisions of the South Dakota Supreme Court, which attempt to interpret federal statutes for jurisdictional purposes, are inapplicable to the instant interpretation of the three acts.

D. The decisions of the South Dakota Supreme Court have yielded to recent federal interpretations of statutes similar to the three acts.

In South Dakota the spell of the inapplicable or incorrect state supreme court decisions has broken. Judge Hersrud, in unreported circuit court opinions in State v. Mongram and State v. Molash, Eighth Judicial Circuit, Feb. 10, 1971, held that the state lacked jurisdiction over an Indian defendant for a crime, the situs of which was a part of the Standing Rock Reservation which was opened to non-Indian settlement under a federal statute substantially identical to the acts in Seymour, New Town, and Condon. Judge Hersrud concluded that

> this Court holds that Seymour v. Superintendent, 368 U.S. 351, overrules the case law in South Dakota. Our case law holds the more sensible and practical solution to the question of jurisdiction and this Court reluctantly finds it to be superseded by the above cited and other cases.

On July 19, 1972 the South Dakota Supreme Court unanimously affirmed Judge Hersrud. It held that under both Seymour and New Town the statute in question (Act of February 14, 1913, 37 Stat. 675, chap. 54).

> did not disestablish that part of the Standing Rock Reservation embracing the City of McLaughlin, South Dakota, and that the trial court correctly concluded that the state is without jurisdiction over the defendant for the offense charged.
> [case #10959, the full text of which will be found in the appendix]

V. Those chiefly responsible for the administration of the three acts do not regard the three acts as having diminished the Rosebud Reservation.

A. Various Presidential proclamations indicate that at least two Presidents have interpreted the three acts not to have diminished the Rosebud Reservation.

As they were specifically directed by the three acts, Presidents Roosevelt and Taft issued proclamations prescribing the mechanisms by which the surplus and unallotted lands opened to non-Indian settlement by the three acts would be made available to homesteaders. That President Taft, as the chief executive of the United States, the guardian of the Rosebud Sioux, contemplated an undiminished Rosebud Reservation is clearly indicated by the terms of his proclamation of June 29, 1911 (37 Stat. 1691, reproduced in full in the appendix):

> I, WILLIAM H. TAFT, President of the United States of America, by virtue of the power and authority vested in me by the Acts of Congress approved May 27, 1910 (36 Stat. 440) and May 30, 1910 (36 Stat. 448), do hereby prescribe, proclaim and make known that all the non-mineral, unallotted, unreserved lands within the Pine Ridge and Rosebud Reservations in the State of South Dakota . . . shall be disposed of under the general provisions of the homestead law of the United States . . . [emphasis supplied]

President Theodore Roosevelt also contemplated an undiminished Rosebud Reservation when he issued his proclamation of August 24, 1908 (35 Stat. 2203, reproduced in full in the appendix) stating that

> . . . by the Act approved March 2, 1907 (34 Stat. 1230), the Congress directed that all that part of the Rosebud Reservation [description] be disposed of under the general provisions of the homestead laws of the United States . . . [emphasis supplied]

President Roosevelt also proclaimed the opening of the surplus and unallotted lands in Gregory County on May 13, 1904 (33 Stat. 2354, reproduced in full in the appendix). He employed language in that proclamation which nearly duplicated the language which Congress used in the Act of April 23, 1904. From this language, one might infer that Roosevelt did contemplate a diminished Rosebud Reservation. However, that act contains internal inconsistencies which render it subject to the rule that ambiguities in statutes passed for the benefit of Indian tribes be resolved in the tribes' favor, as will be shown below. Thus, Roosevelt's identical language in this proclamation should be equally subject to this rule.

B. The Secretary of the Interior has interpreted the three acts as not having diminished the Rosebud Reservation.

When the Rosebud Sioux Tribe submitted a proposed tribal constitution to the Secretary of the Interior for his approval pursuant to the Indian Reorganization Act of June 18, 1934 (48 Stat. 984, 25 U.S.C. §476 et seq.), the Secretary approved the constitution on December 16, 1935 containing the following article:[3]

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[3] A certified copy of this constitution will be found in the appendix.

Article I - Territory

> The jurisdiction of the Rosebud Sioux Tribe of Indians shall extend to the territory within the original confines of the Rosebud Reservation boundaries as established by the act of March 2, 1889, and to such other lands as may hereafter be added thereto under any law of the United States, except as otherwise provided by law.

Thus, the Secretary of the Interior joined the Rosebud Sioux Tribe in regarding the Rosebud Reservation as undiminished by the three acts. Since this officer is chiefly responsible for administering the federal trust relationship on Indian reservations, his implicit interpretation of the three acts is entitled to "great weight" and "is not to be overturned unless clearly wrong . . .". United States v. Jackson, 280 U.S. 183, 193, 50 S.Ct. 143, 146 (1930); Stevens v. Commissioner, 452 F.2d 741, 746 (9th Cir., 1971).

C. The Field Solicitor for the Bureau of Indian Affairs regards the three acts as not having altered the boundaries of the Rosebud Reservation.

Wallace G. Dunker, Field Solicitor of the Bureau of Indian affairs, issued a memorandum, dated April 6, 1972, to the Area Director of the Bureau advising that, in his opinion, the present boundaries of the Rosebud Reservation remain as they were established by the Act of March 2, 1889. This memorandum is reproduced in full in the appendix. It concludes that

> the three Acts of Congress cited above ". . . did no more than open the way for non-Indian settlers to own land on the reservation in a manner which the Federal Government, acting as guardian and

> trustees for the Indians, regarded as beneficial to the development of its wards . . ." as the court stated in Seymour v. Superintendent. Clearly revealing the intent of Congress, the title to the 1907 and 1910 Acts declared the purpose to be "To authorize the sale and disposition of a portion of the surplus and unallotted lands . . .", and the provisions thereof set forth the necessary details at the same time reserving rights to the Indians to which they are entitled by treaty or agreement.
>
> Accordingly, it is my opinion that pursuant to applicable legal principles, the legal boundaries of the Rosebud Indian Reservation have not been diminished or altered by Congress since the establishment of the original boundaries thereof by the Act of March 2, 1889, 25 Stat. 888, which are described above.

Since the Bureau of Indian Affairs is the branch of the Department of the Interior chiefly charged with the

> management of all Indian affairs and of all matters arising out of Indian relations
> 25 U.S.C. §2

the opinion of its field solicitor is also entitled to "great weight" and is also "not to be overturned unless clearly wrong, or unless a different construction is plainly required." United States v. Jackson, supra.

VI. Since the plain language of the three acts is substantially identical to the plain language of the acts considered in Seymour, New Town, and Condon, this Court must adhere to the principles of these cases in interpreting the three acts.

A. The plain language of the three acts is substantially identical to the plain language of the acts considered in Seymour, New Town, and Condon.

For ease of reference, the following acts will be referred

to herein by the following names:

a. Act of March 22, 1906, 34 Stat. 80, chap. 1126 - Seymour Act (Colville Reservation, Washington)

b. Act of June 1, 1910, 36 Stat. 455, chap. 264 - New Town Act (Fort Berthold Reservation, North Dakota)

c. Act of May 29, 1908, 35 Stat. 460, chap. 218 - Condon Act (Cheyenne River Reservation, South Dakota)

d. Act of April 23, 1904, 33 Stat. 254, chap. 1484 - Gregory County Act

e. Act of March 2, 1907, 34 Stat. 1230, chap. 2536 - Tripp County Act [including part of Lyman County]

f. Act of May 30, 1910, 36 Stat. 448, chap. 260 - Mellette County Act

1. Title

Of the above six acts, all but the Gregory County Act explicitly state in their titles that their purpose is the sale and/or disposition of some of the surplus and unallotted lands on the reservation. The Gregory County Act differs from the other five acts in that it is the first and it alone is a Congressional ratification of an agreement previously entered into in 1901 between a United States Indian Inspector and the Rosebud Sioux Tribe. The operative language of this 1901 agreement is:

> The said Indians belonging to the Rosebud Reservation, South Dakota, for the consideration hereinafter named, do hereby cede, surrender, grant, and convey to the United States all their claim, right, title, and interest in and to all that part of the Rosebud Indian Reservation now remaining unallotted, situated within the boundaries of Gregory County, South Dakota. [description]
> Congressional Record, House of Representatives, 58th Congress, 2nd Session, p. 1422; January 30, 1904.

The Gregory County Act incorporates this language verbatim, as it does the entire text of the 1901 agreement. However, when Congress incorporated the inspector's three-year-old language into the Gregory County Act, it clearly did not intend that the act would be an outright purchase of the tribe's entire interest, but rather that the United States would act only as trustee and agent for the tribe in disposing of some tribal lands to settlers; the United States bound itself only to purchase school lands and try to find buyers for the other relinquished lands, even though the language of the agreement was taken from a time when a completely different policy prevailed in Indian land acquisitions. This change in Congressional policy is explicitly noted in Report No. 443 on H. R. 10418, House of Representatives, 58th Congress, 2nd Session, January 21, 1904, p. 2. This report was authored by Congressman Burke of South Dakota, who was also the author of the three acts. Burke states that:

> Both of these bills [i.e., both the House and Senate versions] present a new idea in acquiring Indian lands, and if this bill should be enacted into law it will establish a new policy and be a departure from the policy that has long since prevailed in acquiring Indian lands, as heretofore it has been the practice and policy of the Government to purchase lands from the Indians

and pay them therefor and then open the same to entry and settlement . . .

This bill provides that the lands shall be disposed of under the homestead laws by the settler paying therefor and the proceeds paid to the Indians, and it is expressly provided by Section 6 of this bill that the United States shall in no manner be bound to purchase any portion of the land except the school sections, or dispose of the same except as provided, or to guarantee to find purchasers for said lands, it expressly stating that the intention of the act is that the United States shall act as trustee for the Indians in disposing of the lands and pay over the proceeds from the sale thereof only as the same are received.

Thus, it is clear that, although the Gregory County Act does employ some language to the effect that the United States was purchasing a tract of land outright for a consideration with the tribe retaining no interest, this was not the case. Congress actually had just abandoned this policy in favor of a policy whereby the United States acted merely as trustee for the sale of the lands for the Indians, with the proceeds of the sale being paid to the tribe only if and when actually received from the homesteaders, instead of the United States paying the Indians a lump sum immediately and then trying to find buyers to recover the purchase price. As Burke stated, the Gregory County Act would establish a new policy, the refinements of which had yet to be made. Certainly Congress can be excused for employing language suggested by another and echoing an abandoned policy in its very first attempt to implement a new policy; the titles of each of the other five acts mentioned above indicate that this Congressional confusion was only monetary and that the "sell and dispose" formula really expressed Congress' true intent after it

realized that the outdated "cede, surrender, grant, and convey" formula was no longer appropriate. This is especially evident when, instead of paying the Rosebud Sioux a cash sum immediately as the consideration for their land as had uniformly been done under the previous policy, Article II of the Gregory County Act stipulated that:

> In consideration of the land ceded, relinquished, and conveyed by article one of this agreement, the United States stipulates and agrees to dispose of the same to settlers under the provisions of the homestead and townsite laws, except sections sixteen and thirty-six, or an equivalent of two sections in each township, and to pay to said Indians the proceeds derived from the sale of said lands . . .

At the very most, Congress exhibited an understandable ambivalence or an confusion in the Gregory County Act over exactly what language would be most appropriate to express the workings of the new land acquisition policy. The legislative history discloses the confusion on this point. In addition, this ambivalence renders the above language of the act subject to the rule, noted on page 8 of this brief, that doubtful expressions in treaties and statutes dealing with Indian affairs must be resolved in favor of the Indians. Therefore, Congress had exactly the same plan in mind in dealing with the lands of its Indian wards in all of the above six acts, even though it used inappropriate language in its first statutory attempt to implement this plan.

2. Lands exempted from sale and/or disposition

The Seymour Act specifically reserved from sale or

disposition the following categories of land:"

1. mineral lands ($3)
2. town site lands ($11)
3. lands necessary to provide sites for the Indian agency, Indian school, religious missions, sawmills, and gristmills, up to 480 acres ($7)
4. timber lands ($5)
5. irrigation project lands ($12)

The New Town Act made the following reservations from the lands to be sold and disposed:

1. coal and other mineral lands ($1)
2. town site lands ($6)
3. lands necessary to provide sites for the Indian agency, Indian school, and religious missions ($3)
4. tribal forest reserve ($10)
5. power or reservoir sites ($5)
6. demonstration farm site, up to 640 acres ($4)
7. a site sufficient to preserve the ruins of the Fort Berthold Indian village and burial grounds ($3)
8. school sections ($8)

The Condon Act made similar reservations from sale and disposition for the following purposes:

1. coal lands ($3)
2. town site lands ($5)

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4 The Seymour Act refers to the "diminished" reservation. The word "diminished" in this act refers to the fact that part of the original Colville Reservation was expressly "vacated and restored to the public domain" by the Act of July 1, 1892, 27 Stat. 62, chap. 140. The Seymour Act deals with the Colville Reservation as diminished by this earlier act.

3. lands necessary to provide sites for the Indian agency, Indian school, and religious missions ($1)
4. school sections ($1)

The Gregory County Act reserved the following classes of land from sale to settlers:

1. 398.67 acres for a subissue station, an Indian day school, one Catholic mission, and two Congregational missions ($2)
2. school sections ($4)

The Tripp County Act made similar exemptions for land for these purposes:

1. town site lands ($4)
2. school sections ($6)

The Mellette County Act reserved from sale and disposition land for the following purposes:

1. town site lands ($3)
2. school sections ($8)
3. lands necessary to provide sites for the Indian agency, Indian school, and religious missions ($1)

3. Prior allotment of Indians

Each of the six acts named above, except the Gregory County Act, specifically provides in its second section for some sort of allotment of Indians prior to the entry of the first non-Indians. The Seymour Act provides for an additional 80 acres to all. The New Town Act specifies either 160 acres of agricultural land or 320 acres of grazing land to all. The Condon Act requires that all unallotted Indians be allotted. The Tripp County Act provides allotments of 160 acres to all unallotted children of a Rosebud Sioux parent. And the Mellette

County Act requires that all allotments in that county be completed prior to the arrival of the first whites. The Gregory County Act makes no mention of prior allotment, perhaps because the question had not occurred to a Congress preoccupied with its first attempt to draft a statute under the new land disposal policy.

4. In lieu Indian allotments

The New Town, Condon, Tripp, and Mellette Acts each contain a special provision allowing any Indian who has an allotment on a portion of the reservation to be opened to non-Indians to relinquish that allotment and accept an in lieu allotment on the unopened portion of the reservation. These provisions are found in §1 of the New Town Act, §2 of the Condon Act, §2 of the Tripp County Act, and §1 of the Mellette County Act. No such provisions appear in either the Seymour or Gregory County Acts. However, one would not expect to find such a clause in the Seymour Act because that act opened the entire reservation to non-Indians, leaving no unopened portion of the reservation in which a Colville Indian could accept an in lieu allotment. Instead of providing for in lieu allotments, Article IV of the Gregory County Act guarantees that all allottees "shall enjoy the undisputed and peaceable possession their allotted lands . . .".

5. Price and sales

Each of the six statutes noted above prescribe a precise method by which the prices of the opened lands would be set and a schedule according to which payments would be made by

the homesteaders. The Gregory County (§2) and Tripp County (§3) Acts set specific prices for the land without regard for location on a scale which dropped over time. Each of the other four acts provided for a commission to be appointed to classify and appraise the lands to be opened according to location and quality. The land would be sold at its appraised value, one-fifth down, the remainder in five equal payments over either five or six years. The language employed to describe this process is nearly identical in the Seymour, New Town, Condon, and Mellette County Acts.

6. Forfeiture of all interest by entrymen for non-payment

Section 3 of the Seymour Act, §9 of the New Town Act, §4 of the Condon Act, §2 of the Gregory County Act, §3 of the Tripp County Act, and §6 of the Mellette County Act all contain substantially the following provision regarding forfeiture of all interest by entrymen who fail to satisfy their payment schedules:

> In case any entrymen fails to make the annual payments, or any of them, when due, all rights in and to the land covered by his entry shall cease, and any payments theretofore made shall be forfeited and the entry cancelled

and the lands be again subject to entry.

7. Commutation of entries

Each of the six acts noted above, except the Seymour Act, contains the following proviso, in §9 of the New Town Act, in §4 of the Condon Act, in §2 of the Gregory County Act, in §3 of the Tripp County Act, and in §6 of the Mellette County Act:

> nothing in this act shall prevent homestead settlers from commuting their entries under section twenty-three hundred and one, Revised Statutes, by paying for the land entered the appraised price, receiving credit for payments previously made.

The Seymour Act contains no such proviso.

8. Disposition of unsold lands

Each of the six acts under consideration made similar provisions for the disposition of lands opened but not sold to entrymen after at least four years from the date of opening.

Section 3 of the Seymour Act directs that these lands be sold to the highest bidder for cash after five years for at least one dollar per acre. Any lands remaining unsold after ten years would be sold to the highest bidder for cash at whatever price they would bring. Section 3 of the Tripp County Act makes exactly the same provision, except its dates are four and seven years, respectively, and the minimum price after four years is $2.50 per acre.

Section 9 of the New Town Act, §4 of the Condon Act, and §6 of the Mellette County Act all identically provide that all opened lands not sold after four years may be reappraised and sold at the new appraised price, at the discretion of the Secretary of the Interior. Section 4 of the Condon Act additionally provides that all lands still unsold after seven years be sold to the highest bidder for however much cash they would fetch.

The Gregory County Act, in its second section, would sell all remaining lands after four years for cash, with no more than one section per buyer.

9. Veterans' rights

Section 2 of the Condon, Gregory County, Tripp County, and Mellette County Acts, section 4 of the Seymour Act, and section 9 of the New Town Act all contain the following identical guarantee of veterans' rights:

> the rights of honorably discharged Union soldiers and sailors of the late civil and Spanish wars or Philippine insurrection as defined and described in sections twenty-three hundred and four and twenty-three hundred and five of the Revised Statutes as amended by the Act of March first, nineteen hundred and one, shall not be abridged.

10. Details of opening

Section 3 of the Seymour Act, section 9 of the New Town Act, and sections 2 of the Condon, Gregory County, Tripp County, and Mellette County Acts all specify that the surplus and unallotted lands be opened under the terms of a Presidential proclamation

> which proclamation shall prescribe the manner in which the lands may be settled upon, occupied, and entered by persons entitled to make entry thereof, and no person shall be permitted to settle upon, occupy, or enter any of said lands except as prescribed in such proclamation.

11. Disposition of net proceeds of land sales

Each of the six acts noted above makes careful provision for the net proceeds of the sale of the surplus and unallotted lands to be deposited in the United States Treasury in accounts established in the names of the various tribes. The acts differ only in particulars, such as whether the account will bear interest, whether Congress or the Secretary of the Interior shall draw on the account, and whether there are any restrictions

on what these funds may be used to purchase. Every one of the six acts requires that the net proceeds be spent exclusively for the benefit of the respective tribes.

Section 6 of the Seymour Act established an account without interest for the Colville Indians and authorized the Secretary of the Interior to expend this account "for the comfort, benefit, and improvement of said Indians".

Section 11 of the New Town Act established an account bearing 3% interest for the Fort Berthold Tribe and subjected this account "to appropriation by Congress for their education, support, and civilization."

The Secretary of the Interior was empowered by Section 6 of the Condon Act to draw on the account of the Cheyenne River Sioux Tribe, which account bore 3% interest, "for their benefit".

Article III of the Gregory County Act specified in great detail how this account would be spent over time, partly to purchase specified numbers and grades of cattle for the tribe, partly to be distributed on a per capita basis.

The fifth section of the Tripp County Act divided the net proceeds of this land sale into two funds: one, of $1,000,000, would bear 3% interest for ten years and would eventually be distributed per capita; the second would be any amounts over the $1,000,000 and would be spent by the Secretary of the Interior "for their benefit".

Section 7 of the Mellette County Act simply established a 3% account subject to Congressional appropriation "for their education, support, and civilization".

12. Role of the United States

All of the six acts being compared herein, except the Seymout Act, contain the following critical disclaimer of responsibility by, and enunciation of the role of, the United States:

> That nothing in this act contained shall in any manner bind the United States to purchase any portion of the land herein described, except sections sixteen and thirty-six or the equivalent in each township, or to dispose of said land except as provided herein, or to guarantee to find purchasers for said lands or any portion thereof, it being the intention of this act that the United States shall act as trustee for said Indians to dispose of said lands and to expend and pay over the proceeds received from the sale thereof only as received, as herein provided[.]

The Seymour Act contains the same clause in slightly abbreviated form. These clauses are found in §9 of the Seymour Act, §14 of the New Town Act, §9 of the Condon Act, §6 of the Gregory County Act, §8 of the Tripp County Act, and §11 of the Mellette County Act.

These identical clauses in each of the six above acts make it indisputable that the United States was acting only as the trustee of the Indians for the disposition of some of their lands. The United States acquired nothing under the acts except the right of use and occupancy that had formerly resided in the tribes, so that the United States might convey this right of occupancy to entrymen. Since this was explicitly a trust relationship, beneficial title to all the opened lands remained in the tribes, until and unless the entrymen perfected their entries, or until and unless some other disposition was

made. See 43 U.S.C. §161 et seq. Only upon the issuance of a patent to the entryman would the legal title of the United States and the beneficial title of the tribe merge and pass a fee simple to the entryman. Thus, none of the six acts expressly deprived the tribes of their beneficial interest in the opened lands; the Indian title to these lands would never be extinguished if the lands were not disposed of. See generally Ash Sheep Co. v. United States, 252 U.S. 159, 164; 40 S.Ct. 241, 242 (1920); Morrison v. Work, 266 U.S. 481; 45 S.Ct. 149 (1925); Minnesota v. Hitchcock, 185 U.S. 373, 394-395; 22 S.Ct. 650, 658 (1902); Felix S. Cohen, Handbook of Federal Indian Law, (G.P.O., 1942) pp. 334-336. Surely the prospect of lingering Indian title is incompatible with the notion of a diminished reservation.

The Act of March 2, 1889, which explicitly restored much of the Great Sioux Reservation of the Treaty of 1868 to the public domain and divided the remainder into six separate reservations, contains no such clause limiting the role of the United States to that of trustee and disclaiming and promise on the part of the United States to buy any land not sold to settlers. On the contrary, Section 21 of the Act of March 2, 1889 expressly bound the United States to purchase any and all lands in the former portion of the reservation which remained unsold ten years after the opening of those lands.

13. Appropriations

Each of the six acts under consideration makes similar appropriations to cover the costs of the projects undertaken.

The Seymour Act is the only act under consideration which did not provide for school sections to be granted to the state; consequently, it is the only one of the six acts not to appropriate some amount to pay for such lands. The other five acts make the following appropriations to pay for school sections granted to the states:

New Town Act (§12)	$100,000
Condon Act (§8)	$225,000
Gregory County Act (§5)	$ 75,000
Tripp County Act (§7)	$165,000
Mellette County Act (§9)	$125,000

In addition to these appropriations, the four acts which set the price of the land by appraisal appropriate a sum to pay the costs of the survey, appraisal, and classification. The following acts appropriate these sums for these purposes:

Seymour Act (§10)	$ 75,000
New Town Act (§12)	$100,000
Condon Act (§8)	$ 75,000
Mellette County Act (§9)	$ 35,000

The Gregory County and Tripp County Acts make no such appropriation because the price of the lands in those areas are set by statute over time rather than by appraisal. Also, the New Town Act (§4) appropriates $25,000 to pay for the demonstration farm.

14. Preservation of Indian rights

Of the six acts noted above, all but the Seymour Act contain a crucial clause guaranteeing the preservation of Indian rights, substantially identical to the following:

> . . . nothing in this act contained shall be construed to deprive said Indians of the Fort Berthold Indian Reservation of any benefits to which they are entitled under existing treaties or agreements not inconsistent with the provisions of this act.

This clause is found in §14 of the New Town Act, §9 of the Condon Act, Article V of the Gregory County Act, §8 of the Tripp County Act, and §11 of the Mellette County Act. Only the Seymour Act lacks such a clause and, in spite of this omission, the Supreme Court still interpreted that act as not having diminished the Colville Reservation. In this respect, the other five acts present even stronger cases for undiminished reservations, since one of the prime benefits to which a tribe is entitled is surely that of a secure reservation with a fixed boundary. The Treaty with the Sioux and Arapahoe was signed by General William Tecumseh Sherman for the United States on April 29, 1868, was ratified by Congress on February 16, 1869 (15 Stat. 635), and was proclaimed by President Andrew Johnson on February 24, 1869. Article 2 of this treaty

> set apart for the absolute and undisturbed use and occupation of the Indians herein named

all of the present state of South Dakota west of the east bank of the Missouri River and part of what is today southern North Dakota. This was the Great Sioux Reservation which was diminished from its 1868 boundaries by the Act of March 2, 1889 to include all of the present counties of Todd, Mellette, and Tripp, and the parts of the counties of Lyman and Gregory noted above for the Rosebud Sioux. Section 2 of the Act of March 2, 1889 set these lands apart as

> a permanent reservation for the Indians receiving rations and annuities at the Rosebud Agency. (emphasis supplied)

Unless the defendants can point to some Act of Congress which clearly expressed a Congressional intent to diminish the Rosebud Reservation and thereby abrogate the tribe's right to an undiminished and secure reservation, that reservation exists today just as it did on March 2, 1889.

Congress is certainly capable of making its intent clear to disestablish a reservation and restore it to the public domain. It did so once in the Act of July 1, 1892 which diminished the Colville Reservation when it

> expressly vacat[ed] the South Half of the reservation and restor[ed] that land to the public domain. Seymour v. Superintendent, 368 U.S. 355, 82 S.Ct. 427

Congress made its intent to diminish the reservation clear when it declared, in Section 21 of the Act of March 2, 1889:

> That all the lands in the Great Sioux Reservation outside of the separate reservations herein described are hereby restored to the public domain . . . (emphasis supplied)

Had Congress wished to diminish the Rosebud Reservation it could have employed language calculated to express such a wish clearly, as it had done previously. In view of:

1. the three specific provisos in the three acts preserving treaty benefits, such as an undiminished reservation,

2. the general principle that Indian treaty rights will be abrogated only by unequivocal Congressional language, and

3. the demonstrated capacity of Congress to use unequivocal language to disestablish a reservation and restore it to the public domain,

the failure of Congress to use such unequivocal language in any of the three acts cannot be considered inadvertant; these three factors can only be interpreted to mean that Congress did not intend that any of the three acts would disestablish or diminish the Rosebud Reservation.

In addition, the language of the Seymour Act which the Supreme Court expressly cites as evidence that Congress did not intend to diminish the Colville Reservation is nearly duplicated in the language of the three acts. That Court specifically cites Sections 2, 3, 6, and 12 of the Colville Act for this purpose in 368 U.S. 555, n. 11; 82 S.Ct. 427, n. 11. The language of the Seymour Act that the Supreme Court cites in support of an undiminished Colville Reservation consists of such phrases as "on said Colville Indian Reservation" (§2), "of the said . . . Colville Indian Reservation" (§3), "on the Colville Indian Reservation" (§6), and "of said . . . Colville Indian Reservation" (§12). Much the same language will be found in each of the three acts. The Gregory County Act includes such phrases as "of the Rosebud Indian Reservation", "on said reservation", "upon the reservation", and "upon said reservation", all in Article IV. The Tripp County Act uses language such as "within the Rosebud Reservation" (§2), "within said reservation" (§3), "on the Rosebud Reservation" (§2), and "on the Rosebud Reservation" (§5). And the Mellette County Act employs phrases such as "on said reservation" (§1), "of the said Rosebud Reservation" (§2) "of the reservation" (§4), and "on the said reservation" (§7).

Therefore, since the United States Supreme Court cites the above language of the Seymour Act in support of the proposition that

> the 1906 [Seymour] Act repeatedly refers to the Colville Reservation in a manner which makes it clear that the intention of Congress was that the reservation should continue to exist as such . . . (368 U.S. 355, 82 S.Ct. 427),

then the nearly identical language in the three acts must support with equal force the propcsition that the three acts repeatedly refer to the Rosebud Reservation in a manner which makes it clear that the intention of Congress was that the Rosebud Reservation should continue to exist as such.

B. The Mellette County Act contains a phrase which renders Congress' intent regarding the future status of that portion of the Rosebud Reservation uncertain and therefore subject to the rule that doubtful expressions be resolved in favor of the Indians in statutes passed for their benefit.

As has been noted above at page 8 of this brief,

> statutes passed for the benefit of dependent Indian tribes or communities are to be liberally construed, doubtful expressions being resolved in favor of the Indians.
> Alaska Pacific Fisheries v. United States, 248 U.S. at 89 ; 39 S.Ct. at 42 (1918)

The Mellette County Act is such a statute, passed for the benefit of the Rosebud Sioux. As Congressman Burke, the author of the Mellette County Act, stated during the debate over the bill on the floor of the House of Representatives , that

> this bill is in line--in fact, almost a duplication-- of bills that have heretofore passed and become law, proposing to dispose of surplus and unallotted lands

> of the different Indian reservations of the country. . . . These lands were being sold by the government for the benefit of the Indians.
> Congressional Record, House of Representatives, 61st Congress, 2nd Session, Vol. 45, part 5, p. 5456, April 27, 1910.

This act contains a doubtful expression which, when considered in the light of the entire bill and of the legislative history discussed above, must be resolved in favor of the Indians. Section 1 of the Mellette County Act contains this clause:

> Provided, That any Indians to whom allotments have been made on the tract to be ceded may, in case they elect to do so before said lands are offered for sale, relinquish same and select allotments in lieu thereof on the diminished reservation. (emphasis supplied)

Some may say that this isolated word is dispositive on the question of Congressional intent regarding this act. However, the Rosebud Sioux Tribe maintains that the dimunition referred to in the act is not a territorial dimunition of the reservation in the ordinary sense of the word, but rather a dimunition of the reservation only in the sense that the lands sold by the United States to settlers under the act would no longer be available to the Rosebud Sioux for future allotment or as a source of income, as they would have been but for this act. This is exactly the kind of use of language which Chief Justice John Marshall had in mind when he admonished all judges that;

> The language used in treaties with the Indians should never be construed to their prejudice. If words be made use of, which are susceptible of a more extended meaning than their plain import, as connected with the tenor of the treaty, they should be considered as used only in the latter sense.
> Worcester v. Georgia, 31 U.S. (6 Pet.) at 582 (1832)

This rule of construction should also be applied to the construction of statutes, when read in conjunction with Carpenter v. Shaw, supra, Red Bird v. United States, supra, and Alaska Pacific Fisheries v. United States, supra. These surplus and unallotted lands in Mellette County did not become part of the public domain because the Rosebud Sioux retained an equitable interest in those lands until and unless the entryman perfected his entry. See United States v. Brindle, 110 U.S. 688, 693; 4 S.Ct. 180, 182 (1884); Union Pacific Railroad Co. v. Harris, 215 U.S. 386, 389 (1910). The Supreme Court made this distinction clear in Ash Sheep Co. v. United States, 252 U.S. 159, 166; 40 S.Ct. 241, 243 (1920):

> when the Indians by the agreement released their possessory right to the government, the owner of the fee, so that, as their trustee, it could make perfect title to purchasers, nevertheless, until sales should have been made, any benefits which might be derived from the use of the lands would belong to the beneficiaries and not to the trustee . . .

If patents had been obtained by fraud to any of these lands, an action for damages and cancellation of the patents would lie on behalf of the United States for the use and benefit of the tribe against the fraudulent parties, with the damages awarded to the tribe. United States ex rel. Creek Nation v. Rea-Read Mill & Elevator Co., 171 F. 501 (C.C.E.D.Okla., 1909) Further, prior to the perfection of entries, the tribe would enjoy the right to all income that might flow from the surplus and unalloted lands in Mellette County. Memo. Acting Sol. I. D. May 25, 1937; Cohen, op. cit., p. 335. Therefore, it is clear that the Rosebud Reservation was "diminished" by the

Mellette County Act not only by reducing the acerage available to the tribe for future allotments, but also by making it possible for entrymen to stop the flow of income to the tribe from the opened lands.

The Field Solicitor of the Bureau of Indian Affairs agrees with this interpretation of the word "diminished" in the Mellette County Act. His interpretation is entitled to "great weight" and "is not to be overturned unless clearly wrong". United States v. Jackson, supra, and Stevens v. Commissioner, supra. His memorandum, which appears in full in the appendix, states that

> a casual reading of such Act [i.e., the Mellette County Act] might cause improper significance to be attached to the words "on the diminished reservation . . . [p. 4]

He then cites several phrases in the same act which refer to the reservation in ways which suggest that Congress did not intend to diminish or disestablish the Rosebud Reservation by the Mellette County Act. These phrases include:

a. "on said reservation" (§1)

b. "within the portion of the said Rosebud Reservation" (§2)

c. "within that portion of the reservation" (§4)

In addition to these and other examples of language indicating a Congressional intent contrary to that which might be inferred from the phrase "on the diminished reservation", several other internal inconsistencies of the Mellette County Act also mitigate against the inference that Congress intended to diminish the Rosebud Reservation. If Congress intended to disestablish the

Mellette County portion of the reservation, why did it specifically provide land for

> agency, school, and religious purposes, to remain reserved as long as needed and as agency, school, or religious institutions are maintained thereon for the benefit of said Indians [?] [§1]

Why did Congress direct the Secretary of the Interior

> to issue a patent in fee simple to the duly authorized missionary board, or other authority, of any religious organization heretofore engaged in missionary or school work on said reservation . . . [§1]

if this land would no longer be part of the reservation? Why did Congress reserve timber lands "for the use of the Rosebud Indians" (§4) if these lands would be located off the reservation? And why did Congress specifically prohibit the introduction of intoxicants into Mellette County for twenty-five years just as if that county were Indian county if it were not part of the reservation? [§10]

Section 9 of the Mellette County Act requires that the $35,000 appropriated for the appraisal and classification of the opened lands

> shall be reimbursed to the United States from the proceeds received from the sale of the lands described herein or from any money in the Treasury belonging to said Indian tribe.

If Congress intended that Mellette County would no longer be part of the Rosebud Reservation, why did it impose on the Rosebud Sioux the cost of selling that which was no longer theirs? It would seem much more logical and in keeping with the fiduciary duty of the United States to conclude that the reason that Congress imposed this burden on the Rosebud Sioux

was that Congress recognized that the tribe still retained its beneficial interest in these lands while the United States acted only as trustee and real estate agent for them, charging them with the expenses of the sale directly, since there was no commission to which the agent could add his expenses. This analogy is entirely consistent with section 11 of the Mellette County Act wherein the United States stipulates that it acts only

> as trustee for said Indians to dispose of the said lands, and to expend and pay over the proceeds received from the sale thereof only as received and as herein provided.

A trustee is certainly entitled to deduct the necessary expenses in his administration of the trust from the amount that he pays over to the beneficiary. If, however, the corpus of the trust ever were the property of the trustee , that trustee would not be entitled to charge a party who was no longer the beneficiary with administration costs. Therefore, the fact that Congress charged the tribe with the expenses of the sale of the opened lands in Mellette County is yet another indication that Congress did not intend the Mellette County Act to diminish or disestablish any portion of the Rosebud Reservation.

Finally, Section 11 of the Mellette County Act provides that nothing in the act shall be construed to deprive the Indians of any treaty right unless "inconsistent with the provisions of this Act". Under the Treaty of 1868 and the Act of March 2, 1889 , the Cheyenne River Sioux were guaranteed a permanent reservation with a fixed boundary. This right cannot be abrogated by mere implication of a single equivocal

phrase in the Mellette County Act, under the aforementioned rule that intent to abrogate an Indian treaty right is not to be lightly imputed to Congress.[5]

The word to which the defendants may point as evidence of Congressional intent to diminish the reservation has been shown to be susceptible to, and was probably meant to have had, a meaning different than that which the defendants may advance. Under the rule that doubtful expressions are to be resolved in favor of the Indians, and in view of the many instances in the same act in which Congress expressed a clear intent not to disestablish or diminish the reservation, this lone doubtful island of language can hardly be dispositive of Congressional intent.

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[5] It should be noted that the absence of state jurisdiction in the area opened for non-Indian settlement is not inconsistent with either the expressed purpose of the three acts or with the historical circumstances which Congress had in mind when it passed them. Moreover, each and every act required to be done under the terms of the three acts could be done without necessarily diminishing the reservation. Also, the act contains no provision that would conflict with the proposition that the reservation was not diminished. This latter point is strengthened by the presumption in favor of the preservation of Indian rights in doubtful cases. Thus, the preservation of rights clause in Section 11 would offer its own basis for finding an undiminished Rosebud Reservation.

In the

UNITED STATES DISTRICT COURT

District of South Dakota, Western Division

CIV 72-4055

ROSEBUD SIOUX TRIBE,

Plaintiff,

v.

HONORABLE RICHARD KNEIP, Governor of the State of South Dakota; GORDON MIDLAND, Attorney General of the State of South Dakota; THE COUNTY OF MELLETTE; THE COUNTY OF LYMAN; THE COUNTY OF TRIPP; AND THE COUNTY OF GREGORY,

Defendants.

BRIEF FOR THE FOUR COUNTIES

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Attorney for the Counties
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Winner, South Dakota

ON THE BRIEF:
William F. Day, Jr.
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INTRODUCTORY STATEMENT

> In order to understand Federal Indian law, a constant awareness of history must be maintained. The early pronouncements, such as those of Chief Justice Marshall, quoted in this treatise must be considered in the light of the historical situations then existing. There is a great expanse between the status of Indians as dependent nationalities in Marshall's time and their national citizenship today. Federal protection of tribal governments, which now exercise what are recognized simply as municipal powers, still survives, but not on the original basis.
>
> It has not been presumed that Congress has ever intended, or does intend, any fraudulent objective or any base act in its legislation in the unique field of Indian affairs. Courts presume that Congress acts in good faith and that presumption is adhered to in this revision. Further, it has been assumed that nothing could be more destructive of good will or more inimical to the advancement of which Indians are known to be capable than an immoderate accentuation of the idea that the United States Government is under a special obligation to all citizens who have Indian blood as a distinct class because of real or fancied injustices to their ancestors. In this connection it should be noted that there is a tendency to emphasize the obligations of the Government of the United States as trustee of the Indians and their rights. There is a related tendency in so doing to minimize the fact that it is also trustee of the rights of all the citizens and nationals of the United States. DEPT. OF INT., FEDERAL INDIAN LAW 2 (1958).

The Rosebud Reservation was opened by three acts: 1904, 1907 and 1910. Plaintiff seeks "declaratory judgment as to the effect of these acts on the size of the reservation." Answer for Plaintiff in reply to Counties' request to make more definite and certain, at 2 [hereinafter cited as A.P.]. The counties, not unaware of the recent decisions construing the effects of similar acts on other reservations, note that none of these decisions has been made in light of either an adequate legislative history of the particular act under consideration or the historical origin of the acts in general. As a result, the recent decisions have accepted a proposition similar to plaintiff's position that the acts "were not expressions of Congressional intent to diminish or alter the boundaries of the Rosebud Reservation." Brief for Plaintiff at x [hereinafter cited as B.P.]. It is the counties' position that neither the Seymour nor the recent opinions constitute any sort of a mandate for this court to rule in the tribe's favor if this court is convinced, and that conviction is soundly based upon probative evidence of congressional intent, that Congress, by the passage of the three Rosebud acts, intended to diminish the Rosebud Reservation.

As Justice Frankfurter once stated:

> Indian law is a vast hodge podge of treaties, judicial and administrative rulings, and unrecorded practices in which the intricacies, the perplexities, the confusions and injustices of the law governing Indians lay concealed.

Compounding this complexity is the fact that the court has been asked to ascertain precisely what effect a congressional delegation legislating in the first decade of the 20th century intended certain acts to have on the size of the Rosebud Reservation. In this respect the usual "vantage point of time" is in actuality a serious disadvantage, and with this in mind, the counties have attempted to reconstruct the situation as it existed in the early 1900's with the aid of:

1. The text of the three acts;
2. The Senate and House Documents;
3. The Congressional Record;
4. The transcripts of the negotiation sessions;
5. Correspondence and reports from the Department of Interior and the Commissioner of Indian Affairs; and,
6. Later statutes, state historical documents and reports of the Rosebud Indian Agents.[1]

The counties realize the limited probative value of some of these materials, but have nevertheless included them in order to recapture the tenor of the period. This tenor represents, in effect, the counties' theory in this action. In this respect, we would urge the court not to place too much emphasis or significance on any one word or sentence in any of this material. Congressional intent can be a very illusive concept. For example, the following quotation appears in plaintiff's brief at page 15.

> [T]his bill is in line--in fact, almost a duplication--of bills that have heretofore passed and become law, proposing to dispose of surplus and unallotted lands of the different Indian reservations of the country . . . [T]here are two propositions to be considered in disposing of the unallotted and unused lands on Indian reservations. One is, at the earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, doing no good, opened up and developed into farms . . . [This] will have the effect of civilizing the Indians who have allotments and also give value to these allotments which at present are of very little value . . .In addition to that, just as soon as these reservations are opened up and settled[,] railroads usually come in and thereby give greater value to the lands owned by the Indians. B.P. at 15.

Apart from the fact that this is one of only three isolated references to the Congressional Record or Senate and House Documents in plaintiff's entire brief, the quotation is illustrative of two other factors of which the court should be aware.

In the first place, to cite this statement for the proposition that "Contemporary history indicates that Congress did not intend the three acts to operate to diminish the Rosebud Reservation" (B.P. at 14) is highly questionable--at least in the form presented in plaintiff's brief. Congressman Burke actually stated:

> Mr. Burke of South Dakota . . . . I might say, Mr. Speaker, that there are two propositions to be considered in disposing of the unallotted and unused lands on Indian Reservations. One is, at the earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, doing no good, opened up and developed into farms, AND I BELIEVE THAT THE PLACING THROUGH WHAT WERE HERETOFORE RESERVATIONS actual settlers will have the effect of civilizing the Indians who will have allotments and also give value to these allotments which at present are of very little value. 45 Cong. Rec. 5457 (1910) (emphasis added).

The court will note how, by the use of three small dots and the deliberate omission of several very important words, the tenor of an entire paragraph can be destroyed.

Secondly, and more importantly, the correct quotation is illustrative of an even greater problem.

1. The counties have relied primarily on the contemporary documents of the period; the bulk of the material presented in this brief is from pre-1910 sources, with some material dating up to 1920. It is the counties' position that this is the period from which the intent of Congress should be gleaned. The direction or purpose of "Indian Policy" fluctuated in later decades and for this reason the counties have been somewhat reluctant to accept any later reference at face value unless that reference could be substantiated in the documents of the period to which it referred. In this respect, the counties have followed the mandate of Tacitus . . . "Refer everything back to its own year."

Many of the materials with which the court will be presented contain references to "on," "in," and "within," such as the "on" in the above quotation. Initially, one might equate the "disposing of the unallotted and unused lands on Indian Reservations" with the continued existence of the reservation. Yet, shortly thereafter, is an unequivocal reference to the placing of settlers "through what were heretofore reservations." By itself, the paragraph might seem ambiguous and confusing; but when viewed as an integral part of other material of the period, the tenor of the entire paragraph clearly emerges and this is the counties' point. Unless these materials are placed in their proper context and viewed in their entirety, the crux of nearly a decade of Indian legislation intended by Congress to extinguish certain portions of the Rosebud Reservation will be for naught, much to the detriment of the non-Indian settlers and their descendants, who will nearly sixty years later suddenly find themselves within the exterior boundaries of a reservation and subject to a tribal jurisdiction, the limits of which plaintiff does not even care to expound upon at this time.

The counties agree with plaintiff that the exact powers of the Rosebud Sioux Tribe are not in litigation at this time and for this reason a discussion of these powers has not been presented in this brief. However, it is interesting to note that even the cursory list appearing in plaintiff's answer to the counties' motion for a more definite statement does not appear anywhere within plaintiff's brief. Since plaintiff is asking this court to declare, in effect, that the counties are within the Rosebud Reservation and therefore subject to these tribal powers, the counties think some mention should be made of the scope of this tribal jurisdiction. Plaintiff's list will suffice for this purpose:

(a) Criminal Jurisdiction, Smith v. Temple, 152 NW2d 547, 548
(b) Civil Jurisdiction, Smith v. Temple, supra
(c) Sales tax authority, attached memorandum of the South Dakota Department of Revenue and within this area the Rosebud Sioux tribe and the United States would have jurisdiction to the exclusion of the defendants
(d) Tribal taxing authority, Iron Crow v. Oglala Sioux Tribe, 231 F2d 89
(e) Tribal regulation of intoxicants, 28 USCA Section 1161

A.P. at 2.

It is the counties' position that Congress, by the passage of the three acts, intended to separate and remove the counties from the Rosebud Indian Reservation in such a manner that they would never again be considered to be either within the exterior boundaries of the reservation or subject to whatever powers the Rosebud Sioux Tribe might lawfully exercise therein. The purpose of this brief is to present to the court probative evidence of that intent.

1904 ACT[2]

I. THE GENESIS OF THE 1904 ACT

A. THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

The Rosebud Reservation was created by the Act of 1889. Although it was stated in the preamble that this was to be a "permanent" reservation, Section 12 therein provided:

> Sec. 12. That at any time after lands have been allotted to all the Indians of any tribe as herein provided, or sooner, if in the opinion of the President it shall be for the best interest of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which said reservation is held of such portions of its reservation not allotted as such tribe shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress: Provided, however, That all lands adapted to agriculture, with or without irrigation, so sold or released to the United States by an Indian tribe shall be held by the United States for the sole purpose of securing homes to actual settlers, and shall be disposed of by the United States to actual and bona-fide settlers only in tracts not exceeding one hundred and sixty acres to any one person, on such terms as Congress shall prescribe, subject to grants which Congress may make in aid of education . . . . Act of March 2, 1889, Section 12, 25 Stat. 888 (emphasis added.)

In early 1901 Inspector James McLaughlin, acting pursuant to Section 12 and at the request of the Department of the Interior, concluded an agreement with the Indians for an outright lump-sum cession of the surplus portion of the Rosebud Reservation lying within Gregory County. As plaintiff states in its brief, this agreement was of "a time when a completely different policy prevailed in Indian land acquisitions." B.P. at 29.

Since the entire tenor of this part of plaintiff's brief indicates a concession of the effect this agreement would have had on the size or boundary of the Rosebud Reservation had it been immediately ratified by Congress (B.P. at 29 - 30)[3], the counties will only summarily refer to the transcript of the 1901 negotiations wherein Inspector McLaughlin stated:

> By disposing of this corner of the reservation it would leave you a nice square reservation . . . .
>
> It will leave you about the same sized reservation as the Pine Ridge Indians have . . . .
>
> The cession of Gregory County will leave your reservation a compact almost square tract, and would leave your reservation about the size and area of Pine Ridge reservation . . . .
>
> Every person would have the previlege [sic] of remaining on the land that has been allotted to him, or of relinquishing it and removing to the diminished reservation, but I would advise you who have selected tracts of land to remain upon your allotments in case of the cession of this land to the Government . . . .
>
> Negotiating for this corner of the reservation . . . .
>
> In negotiating with Indians for tracts of land, a portion of which has been allotted to them, the privilege has been given the Indians to elect whether they shall remain upon their allotments or relinquish their allotments and remove to the reservation. I do not think that it is

[2] Act of April 23, 1904, 33 Stat. 254–A portion of Gregory County. A detailed history of the openings of the Rosebud Reservation appears in 18 S.D. L. Rev. 85 (1973). The counties will use the same chronological approach appearing therein, although in a summary fashion, in this brief.

[3] If plaintiff wishes to change its position as to the necessary effect the original 1901 lump-sum cession agreement would have had on the size or boundary of the Rosebud Reservation, the counties respectfully request leave to submit additional material on this point to the court.

> for the best interest of the Indians at any time to vacate their allotments. The lands that you have taken are, of course, the best lands of this county, and it is very doubtful if you could find as good land anywhere within the diminished reservation for the reason that the best lands have all been allotted . . . . Department of the Interior, Office of Indian Affairs, Transcripts of Councils with the Indians of the Rosebud Reservation by Inspector James McLaughlin, April and September, (1901) (emphasis added) [hereinafter these transcripts are cited as C.T.].

As for the agreement itself, only two provisions merit any discussion at this point and their significance will not become fully apparent until later in the brief.

The School Land Provision. South Dakota's enabling act provided that:

> Nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or the indemnity provisions of this act until the reservation shall have been extinguished and such lands be restored to, and become a part of, the public domain. Act of February 22, 1889, ch. 180, 25 Stat. 676 (emphasis added).

If the original 1901 lump-sum cession agreement had been ratified, the reservation would have been "extinguished" and the land restored to the "public domain." The Indians would have been left with what Inspector McLaughlin referred to as a "nice square reservation." So on the first day it was presented on the floor of the Senate for ratification, Senator Gamble immediately proposed, and the Senate immediately agreed to, without discussion, the following amendment:

> The next amendment was, at the end of the bill, to insert the following as a new section:
>
> SEC. 4. That sections 16 and 36 of the lands hereby acquired in each township shall not be subject to entry, but shall be reserved for the use of the common schools, and the same are hereby granted to the State of South Dakota for such purpose; and in case either of said sections, or parts thereof, of the lands in said county of Gregory is lost to said State of South Dakota by reason of allotments thereof to any Indian or Indians now holding the same, or otherwise, the governor of said State, with the approval of the Secretary of the Interior, is hereby authorized, in the tract herein ceded, to locate other lands not occupied, in quantity equal to the loss, and such selection shall be made prior to the opening of such lands to settlement.
>
> The amendment was agreed to. 35 Cong. Rec. 3187 (1902).

This same provision also appears verbatim in the three final acts of 1904, 1907, and 1910. Plaintiff has merely noted that the school lands were exempted from sale and/or disposition and has not offered the court one word of explanation why Congress thought it necessary to incorporate this provision into the three acts, which plaintiff would like the court to declare " did not diminish the Rosebud Reservation" (B.P. at ix), from an agreement which plaintiff concedes could have only diminished the reservation. Perhaps plaintiff wishes the court to think of this as just another instance in which "Congress can be excused from employing language suggested by another and echoing an abandoned policy" (B.P. at 30), but in this instance the court would not only have to excuse the language but also the underlying reasons given in the Congressional Record and Senate and House reports as well. The counties will cite and discuss these references later in their proper sequence.

2. The "Preservation of Rights" [Benefits] Provision. Article V of the original 1901 lump-sum cession agreement provided:

> It is understood that nothing in this agreement shall be construed to deprive the said Indians of the Rosebud Reservation, South Dakota, of any benefits to which they are entitled under existing treaties or agreements, not inconsistent with the provisions of this agreement. S.Doc. 31, 57th Cong., 1st Sess. 42 (1901).

But for the sophisticated argument which plaintiff has founded upon the presence of this "crucial" (B.P. at 41) provision in the three final acts, the counties would hardly have thought it worthy of any comment whatsoever and would have therefore treated it in the same manner as Congress did.

Undoubtedly, the provision was intended to guarantee the preservation of Indian benefits, but to argue from this premise to the premise that "one of the prime benefits to which a tribe is entitled is surely that of a secure reservation with a fixed boundary" (B.P. at 42), and finally conclude that the original 1901 lump-sum cession agreement would not have diminished the Rosebud Reservation, would be almost patently absurd--in light of the material that is now available concerning the negotiation and congressional treatment of the agreement. It will be the counties' position throughout the remainder of this brief that plaintiff's sophisticated argument based upon this "crucial" provision in the three acts is equally untenable--when viewed from a proper historical perspective and in light of the material hereinafter presented.

B. THE TRANSITION PERIOD: 1902 - 1904

It is during this time period, at least as far as the Rosebud Reservation is concerned, that Congress changed the type of arrangement it would use in acquiring Indian lands. The agreement of 1901 was amended, and as such, finally emerged as the Act of 1904. The counties agree with plaintiff that as to the Rosebud Reservation, "the Gregory County Act would establish a new policy." B.P. at 30 (emphasis as is original). We also commend plaintiff for its quotation from such an excellent source of legislative history as the House of Representatives Report No. 443 appearing at 29 of plaintiff's brief:

> Both of these bills [i.e., both the House and Senate versions] present a new idea in acquiring Indian lands, and if this bill should be enacted into law it will establish a new policy and be a departure from the policy that has long since prevailed in acquiring Indian lands, as heretofore it has been the practice and policy of the Government to purchase lands from the Indians and pay them therefor and then open the same to entry and settlement . . .
>
> This bill provides that the lands shall be disposed of under the homestead laws by the settler paying therefor and the proceeds paid to the Indians, and it is expressly provided by Section 3 of this bill that the United States shall in no manner be bound to purchase any portion of the land except the school sections, or dispose of the same except as provided, or to guarantee to find purchasers for said lands, it expressly stating that the intention of the act is that the United States shall act as trustee for the Indians in disposing of the lands and pay over the proceeds from the sale thereof only as the same are received. B.P. at 29 - 30.

But we do not agree that this singular quotation can realistically be cited to support the proposition that it alone is either sufficient "legislative history" to "dispel" any confusion or cause such "ambivalence" to render the "language of the act subject to the rule . . . that doubtful expression in treaties and statutes dealing with Indian affairs must be resolved in favor of the Indians." B.P. at 31. This is especially so in view of the paragraph appearing on the very next page in the same report:

> There is no question but what the Indians have no use for the land that is proposed to be ceded by this bill; that the tract is only a very small portion of the Rosebud Reservation, and is really only a corner of the reservation, which will be left compact and in a square tract and a reservation about equal in size to the Pine Ridge Reservation in South Dakota. H.R. Rep. No. 443, 58th Cong., 2d Sess. 3 (1904) (emphasis added).

Rather, the position of the counties will be that this act in fact diminish the Rosebud Reservation

in precisely the same manner which would have occurred had the original 1901 lump-sum cession agreement been ratified. The following interrelated propositions will be utilized to support the counties' position.

II. THERE IS NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE "NEW POLICY" WAS INTENDED TO AFFECT THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

III. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE ONLY REASON FOR THE "NEW POLICY" WAS AN APPROPRIATION CONFLICT WHICH WAS NOT IN ANY WAY CONCERNED WITH THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

IV. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE AMENDED 1901 CESSION AGREEMENT (1904 ACT) WAS INTENDED TO EFFECT THE SAME DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

V. THE DOCUMENTS AND STATUTES CONCERNED WITH GREGORY COUNTY AFTER THE PASSAGE OF THE 1904 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED

II. THERE IS NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE "NEW POLICY" WAS INTENDED TO AFFECT THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

If the 1904 Act was not intended to diminish the Rosebud Reservation as the original 1901 lump-sum cession agreement would have, where in any of the contemporary documents is there any reference to this fundamental policy change? Plaintiff's brief certainly does not contain any citations to support what would have to be referred to, at least as to the Rosebud Reservation, a rather drastic reversal in policy within a period of two years.

Here, in the documents of this period, not in the 1930's, 1940's or the 1970's, is where the metal of plaintiff's concept should be put to the test. Certainly, in the approximately 200 pages of material specifically dealing with this particular reservation and the 1904 Act, there should have been one paragraph which would at least arguably support plaintiff's position.

But it is not the counties' position that the absence of any evidence to support plaintiff's position should, of itself, be determinitive of the issue of what effect the 1904 Act had on the size of the Rosebud Reservation--for there is ample evidence which should suffice to that end.

III. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE ONLY REASON FOR THE "NEW POLICY" WAS AN APPROPRIATION CONFLICT WHICH WAS NOT IN ANY WAY CONCERNED WITH THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

A. THE CONGRESSIONAL RECORD

Approximately 50 pages of the Congressional Record now record the heated debate that took place on the floor of the Senate in March and April of 1902. The sole subject of this debate was the ratification of the original 1901 lump-sum cession agreement and the appropriation "policy" for which

it stood:

> Mr. GAMBLE . . . . It has long been the policy of the Government to open the Western reservations to free homes. The homestead law enacted so many years ago certainly proved of inestimable value, not only to the West, but to the country at large. A different policy was inaugurated some ten or twelve years ago, under which, when reservations were opened, the settler was obliged to pay the same price for the land that the Government paid the Indians for the relinquishment of their title.
>
> Two years since a free-homes bill was passed by Congress after having been discussed at great length, especially in this body. It occurs to us that by that act the homestead policy has been reestablished [sic] by the Government . . . .
>
> Mr. STEWARD . . . . If the Government pays $1.25 an acre for the land, and that is all the Indians ought to demand, then I should be in favor of opening it to free homesteads, but I am not in favor of paying the Indians a price which is fixed by the value of adjoining land held by white men, and then opening it to free homes, because before we get through with it we shall find that it will involve a vast amount of money.
>
> I make these observations so that the situation may be understood by the Senate. If Congress adopts the policy of fixing the price of land to be opened and not leave it to the Indians, then we can open it to free homesteads for such price as will be reasonable; but if we leave it to the Indians to fix the price, under the advice of white men around there, then it will become so extravagant that the scheme can not be carried out.
>
> Mr. PLATT. . . . It is true that several years ago--more than ten years ago, I think--in opening Indian reservations, we paid large and extravagant prices for land to the Indians, upon the theory that the Government was going to be reimbursed for its expenditures by the settlers paying for the land which they settled upon a sufficient sum to reimburse the Government. That went on for years, and everybody supposed that that was acceptable to the settlers. Then the settlers began to agitate that the Government should remit to them the obligation which they had incurred to pay for the land, and thereby reimbruse the Government; and the history of that agitation of course is well known. The Government remitted about $35,000,000 which it had paid to the Indians and which the settlers had agreed to repay to the Government by the passage of that free-homes bill. 35 Cong. Rec. 3187, 3188 (1902).

The bill continued to be sporadically debated and was passed over into April:

> Mr. PLATT of Connecticut. . . . The question is whether the Government, in opening the lands to settlement, shall give the lands thus purchased from the Indians to the settlers under the homestead law, or whether it shall require the settlers who take up these lands under the homestead law to pay for them a sum per acre equivalent to what the Government pays the Indians for them. In other words, in opening the Indian reservations which already remain, what is to be the policy of the government? Are we to pay the Indians a high price for the lands which we obtain a cession of, and then give those lands to the settler free of cost, or shall we require the settlers to pay as much for the lands as will make up wholly for the amount which we have paid for them? That is the question, and Senators will see that it is a far-reaching question.
>
> I do not know how many million acres still remain in Indian reservations which must in the future be opened to public settlement, but there are many millions, and, at the rate we have been paying the Indians under the agreements made with them for such lands, the amount to be expended in the not very distant future will run up into the millions . . . .
>
> Now, this particular agreement comes here to be ratified upon a payment to the Indians of about $2.50 an acre for the surplus lands within their reservation which are under the agreement to be ceded to the United States and become part of the public domain. The Indians in negotiating said that was not a fair price for the lands and they were worth a great deal more, but finally the negotiation was concluded. The agreement comes here. So far as the Senate considers it, it is an agreement to open a reservation--to pass ordinarily without any particular examination or any thought of the consequences to the Government in the matter of expense. I will not go into the history of the negotiations as to these lands, but the price paid or agreed to be paid to the Indians is $2.50 an acre for the entire acreage which is to be brought under the public domain by cession to the United States.

> The bill proposes that the land thus acquired shall be open to homestead settlement without requiring any payment for the land settled upon from the settler. My amendment proposes that the settler shall pay $2.50 an acre, being the same which the Government has agreed to pay to the Indians, and that thus the Government shall be reimbursed for the amount expended for the purchase . . . . Cong. Rec., supra, at 4801, 4802.
>
> Mr. CLAPP. . . . Here is this reservation in South Dakota. Of course the Senators from South Dakota can speak more specifically of the character of the reservation and its surroundings than I can; but because we have to pay the Indians a certain amount for that reservation, as a matter of progressive Indian policy, for the purpose of separating the Indians and extinguishing the reservation or for the purpose of meeting the advancing demands of civilization for the use of the lands, it does not follow that land is primarily and inherently worth so much an acre. Cong. Rec., supra at 4807.
>
> Mr. DUBOIS. . . . I am opposed also to giving the Indians money directly. That is a new policy, a policy of recent years. It does more to demoralize the Indians than anything else. It does them no good. The proceeds of this land, when it is appraised and sold, should be put aside for the benefit of the Indians.
>
> Mr. TILLMAN. Mr. President--
>
> Mr. DUBOIS. Excuse me for just a moment. Then the land should be thrown open to homestead settlers. In some instances, of course, you will find reservations near towns and cities or for some other reason where the lands will be very valuable. In that case the agents of the Government could fix the lowest price at which the lands should be sold, and in an extraordinary case of that sort you could reimburse the Government and give the balance of it to the Indians.
>
> Now, generally that would be my policy, and I think we have about come to the time when we should cease to go through the farce of treating with the Indians. Every Western man and some Eastern men who are familiar with it, like the Senator from Connecticut [Mr. PLATT], know this to be true. I stated it yesterday, and I will state it again. When a commission is sent out to treat with Indians for a cession of their land there is a pressure from all sides to get any sort of an agreement, no matter what it is. The Indians are pretty cunning. They understand that and put the price up way beyond what the land is worth or ever will be worth, and they insist now in addition in these later days that the money shall be paid to them directly. I think it ought to be stopped. Cong. Rec., supra at 4860 - 4861.

Although Senator Gamble prevailed in the Senate, the bill was never actually debated in the House. The provision that was ultimately decided upon was the trustee-homestead provision, the origin of which can be detected in the last comment of Senator Dubois.[4]

In any event, that this appropriation conflict was the sole reason for the "new policy" is readily supported by the language appearing in the Congressional Record after the amendment had been made.

> Mr. GAMBLE. At the last session of Congress this bill was passed with the free-homes provision, which was insisted upon here. It has met with serious objection in the other House, and can not be carried through there. The bill has been amended to meet those objections; and we prefer to have the bill passed in its present form. Should the bill go to the other House containing the free-homes amendment, it would meet the fate of the bill passed last year. We are very anxious to have this bill in its present form. The delegation of the State of South Dakota is satisfied with it under existing conditions, and I trust no objection will be interposed by the Senator from Idaho. 36 Cong. Rec. 2748 (1903).
>
> Mr. BURKE. Mr. Speaker, this bill provides for the opening to settlement of 416,000 acres of land, now a portion of the Rosebud Reservation, in South Dakota, being that

[4] Although the sources have not been able to determine the precise origin of the trustee-homestead provision as such, it appears to have been formulated by one of the Committees on Indian Affairs after May 1, 1902, and before February 1, 1903.

portion of the reservation in Gregory County. In 1901 a treaty was entered into with the Rosebud Indians on the part of the United States, by which the Indians agreed to sell to the Government this land for $2.50 per acre. That treaty was transmitted to Congress, and because of the fact that it provided that the Government should pay for the lands outright and then take the chance of the Treasury being reimbursed by disposing of the lands to settlers, it never got further than through the Committee on Indian Affairs, which unanimously reported it favorably. It was never given consideration in the House.

Toward the concluding days of the last session of Congress a new bill was prepared, substantially as this bill now provides, and that bill provided that the lands should be ceded by the Indians to the Government, disposed of to settlers under the provisions of the homestead law, the price to be fixed at $2.50 an acre, as was provided in the original treaty. That bill did not receive consideration in the last Congress because of lack of time, but during the summer that bill was submitted to this tribe of Indians for their acceptance, and forty-eight more than a majority consented to accept the terms of that bill. This bill is substantially the same as the bill which I have just referred to, except that the committee, in view of a suggestion made by the Commissioner of Indian Affairs, in which he said he had no objection to the passage of this bill provided the Indians were insured of as much money as they would have received under the treaty, instead of fixing the price at $2.75, which was provided in the bill submitted to the Indians during the summer, fixed the price at $3 per acre for all lands taken within the first six months and $2.50 for all lands taken thereafter.

It was thought by the committee that this would certainly insure to the Indians as much money as they would have received under the original treaty, and, in my judgment, it insures their receiving considerably more. There is no opposition to the passage of this measure, so far as I know. The Indian Bureau and the Secretary of the Interior have both approved it, providing we fix a price, as we have done, that will insure the Indians as much money as they would have received under the original treaty. The Committee on Indian Affairs has considered it fully and at length and has spent several meetings of the full committee considering it. The report of the committee is unanimous. I do not care to occupy the attention of the House in making any extended remarks on the bill, and unless some gentleman desires to ask some questions I will reserve the balance of my time. 38 Cong. Rec. 1423 (1904).

B. THE SENATE AND HOUSE DOCUMENTS

Precisely the same explanation for the trustee-homestead amendment is also stated in all six of the Senate and House Reports. Before the trustee-homestead amendment:

> The committee have amended the bill, striking out the provision relative to "free homesteads," thereby proposing to open the land to settlement under the homestead and town-site laws, and requiring the settlers to pay for the land at $2.50 per acre, thus reimbursing the Government for the amount paid to the Indians. H.R. Rep. No. 954, 57th Cong., 1st Sess. 1-2 (1902).
>
> The Committee on Indian Affairs, to whom was referred the bill (S. 2992) ratifying an agreement with the Sioux tribe of Indians of the Rosebud Reservation, in South Dakota, and making appropriation to carry the same into effect, having had the same under consideration, recommend that the bill be amended by striking out all after the enacting clause and inserting the bill H.R. 9057 as reported to the House (Report No. 954). The effect of this amendment is simply to substitute the House bill for the Senate bill, the only material difference in the bills being that the Senate bill contains a provision for "free homesteads," . . . . H.R. Rep. No. 2099, 57th Cong., 1st Sess.1 (1902).

After the trustee-homestead amendment:

> The agreement made with the Indians provided that the United States should pay for the land at the rate of $2.50 per acre, $250,000 of the amount to be expended in the purchase of stock cattle for the benefit of the Indians and the balance to be paid per capita in cash in five annual installments.
>
> A bill for the ratification of this treaty and opening the lands to settlement and entry was reported by this committee favorably. A similar bill passed the Senate, was referred

> to this committee, and was also unanimously reported, and both bills have been upon the Calendar of the House for passage for some time. The present bill proposes to adopt a new policy in acquiring lands from the Indians, and it provides that the lands shall be disposed of to settlers under the homestead and town-site laws, and to be paid for by the settlers, and the money to be paid to the Indians only as it is received in payment for the land from the settler. H.R. Rep. No. 3839, 57th Cong., 2d Sess. 1-2 (1903).
>
> [The Senate Committee on Indian Affairs adopted House Report No. 3839] S. Rep. No. 3271, 57th Cong., 2d Sess. (1903).
>
> The agreement, as made with the Indians, provided that the United States should pay for the land at the rate of $2.50 per acre, and from the proceeds $250,000 was to be expended in the purchase of stock cattle for the benefit of the Indians, and the balance was to be paid per capita in cash, in five annual installments. A bill for the ratification of this treaty and opening the land to settlement was transmitted by the Secretary of the Interior to Congress in the first session of the Fifty-seventh Congress. This bill provided simply for a ratification of the treaty and that the lands were to be disposed of under the provisions of the homestead law at $2.50 per acre.
>
> The bill was reported by this committee and was also favorably reported by the Committee on Indian Affairs in the Senate and passed the Senate. It appearing that the House was opposed to the passage of the same a new bill was presented late in the second session of the Fifty-seventh Congress, substantially the same as the present bill now under consideration, which was favorably reported by this committee, but too late in the session to have consideration in the House.
>
> Both of these bills present a new idea in acquiring Indian lands, and if this bill should be enacted into law it will establish a new policy and be a departure from the policy that has long since prevailed in acquiring Indian lands, as heretofore it has been the practice and policy of the Government to purchase lands from the Indians and pay them therefor and then open the same to entry and settlement, and if not immediately, ultimately, under the provisions of what is known as the free-homestead act. H.R. Rep. No. 443, 58th Cong., 2d Sess. 1-2 (1904).
>
> [The Senate Committee on Indian Affairs adopted House Report No. 443.] S. Rep. No. 651, 58th Cong., 2d Sess. (1904).

C. THE TRANSCRIPTS OF THE 1903 NEGOTIATIONS

Finally, the same explanation also appears throughout the transcript of the 1903 negotiations, which were conducted after the amendment was in its final form:

> . . . There has been a sentiment growing in Congress for a number of years past, and is now stronger than ever, against paying Indians for ceded lands direct from the U.S. Treasury. That is what is referred to in my letter of instructions, which I read to you, as being a new departure in the manner of disposing of the surplus lands of Indian reservations, and instead of paying Indians direct from the U.S. Treasury as heretofore for their surplus lands; they will be paid from the proceeds of the sale of lands ceded; the Department thus acting as trustee for the Indians, and the Interior Department having charge of the lands will dispose of them in such manner as will secure to the Indians the highest price obtainable. This is the new departure referred to, and I believe, my friends, that no treaty will ever again be made with Indians, by which they will receive a lump sum consideration for the tract ceded . . . . I am here to try to enter into a new agreement, from which you will receive as much for your lands as the agreement of two years ago provided, but the manner of disposing of it is different . . . . The Government collects from the homesteader and pays it over to you . . . . You will still have as large a reservation as Pine Ridge after this is cut off . . . . C.T. at 5, 12, 22 (1903).
>
> The objections to the former agreement was not on account of the price, but to the manner of payment . . . . C.T. at 50 (1903).
>
> . . . The agreement which I submit for your consideration is similar in every respect to that of two years ago, except you will have to wait for the sale of the land to receive your money . . . . C.T. at 37 (1903).

The Indians themselves understood that the amended agreement simply meant, as Ghost Bear stated, that "the Great Father" was not going to "pay for the land himself." C.T. at 41 (1903). For the Congress, Inspector McLaughlin and the Indians, this was the only "new policy"--an amendment which represented a feasible solution to the opposition's appropriation argument and which was not in any way concerned with the diminution of the Rosebud Reservation which would have followed the ratification of the original 1901 lump-sum cession agreement.

IV. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE AMENDED 1901 CESSION AGREEMENT (1904 ACT) WAS INTENDED TO EFFECT THE SAME DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

A. CONTINUITY

1. Brief for Plaintiff. At 29 of plaintiff's brief the following statement appears: "The Gregory County Act incorporates this language verbatim, as it does the entire text of the 1901 agreement." B.P. at 29. Although the counties prefer to refer to the Gregory County Act as the amended 1901 lump-sum cession agreement, for that is what the 1904 Gregory County Act is, we agree with plaintiff that the text of the agreement is there. But we do not agree that the presence of the entire text of the original 1901 lump-sum cession agreement (except for the 1901 appropriation provisions) can be rationalized away, as plaintiff has attempted, by merely stating that "certainly Congress can be excused from employing language suggested by another and echoing an abandoned policy in its very first attempt to implement a new policy." B.P. at 30.

Nor do we agree with plaintiff that "Congress exhibited an understandable ambivalence an [sic] confusion in the Gregory County Act over exactly what language would be most appropriate to express the workings of the new land aquisition policy"; that plaintiff's isolated quotation of Senator Burke's report is sufficient "legislative history" to dispel any "confusion" or "ambivalence",[5] or that such ambivalence "renders the above language of the act" [the entire 1901 agreement, as incorporated??] subject to any rule of construction of resolving anything in favor of the Indians. B.P. at 31. Rather, it is the counties' position that Congress only amended the 1901 agreement to the extent necessary to implement the new policy and did not intend to change the other aspects of the agreement in any way.

For example, the format of the bill itself, as introduced by Congressman Burke to the House on January 30, 1904, was:

> The Clerk read the bill, as follows: A bill to ratify and amend an agreement with the Sioux tribe of Indians of the Rosebud Reservation, in South Dakota, and making appropriation and provision to carry the same into effect.
>
> [entire text of 1901 Agreement]

[5] The merits of plaintiff's selected legislative history were noted in the introduction of this brief and at 13, supra.

> Therefore,
> Be it enacted, etc., that the said agreement be and the same hereby is, accepted, ratified and confirmed as herein amended and modified.
>
> [1901 Agreement as amended and modified]
>
> 38 Cong. Rec. 1422-1423 (1904).

It is the counties' position that the mere fact that Congress did use not only the language of an "abandoned" policy, but the entire text of an "abandoned" agreement, would in and of itself, seem to be indicative of a continuity of policy as amended, and not as plaintiff would have the court believe, congressional incompetency.[6]

On this same point the Court will also have to excuse President Roosevelt, for as plaintiff states at 25:

> He employed language in that proclamation which nearly duplicated the language which Congress used in the Act of April 23, 1904. From this language, one might infer that Roosevelt did contemplate a diminished Rosebud Reservation. B.P. at 25.

2. The Senate and House Documents. Even the Senate and House Reports on the 1903 and 1904 acts, which are discussed in detail in other parts of this brief, not only treat the original and amended 1901 agreement in this same fashion, but also amend and make a part of each report, several of the 1901 documents in their entirety.

3. The Congressional Record. If one were to choose almost any page in the Congressional Record before the amendment of the original 1901 lump-sum cession agreement and compare the terminology appearing therein to that used after the agreement had been amended, he would note that the Congressmen continued in all instances to refer to the subject matter with which they were concerned in exactly the same descriptive terminology. In this connection, it is also interesting to note that both plaintiff and some of the recent opinions seem to attach some sort of mystical significance to the "opening" or "opened reservation" terminology and in some manner equate this terminology with the new trustee-homestead provision which supposedly "opened" the reservation without diminishing the size or boundary of that reservation. Yet, at least with respect to the Rosebud Reservation, this simply is not the case. This "opened" reservation terminology was used not only by nearly every member of Congress participating in the debates from the first day the original 1901 lump-sum cession agreement was introduced:

> Senator GAMBLE. . . . It has long been the policy of the Government to open the western reservations . . . . Within the limits of the lands proposed to be opened to settlement there are upward of 450 Indian allottees, and the settlers who take these lands

[6] Plaintiff's position becomes even more of an anomaly when one considers the expertise of South Dakota's congressional delegation. The dominant members were Senator Robert J. Gamble and Congressman Charles H. Burke. Senator Robert J. Gamble was elected to the United States Senate in 1900. He remained in that office until 1912, and was very active in all legislation concerning Indian lands during that period. Charles H. Burke was elected to the House of Representatives in 1900. He remained in that office until 1914 and later served for several years as Commissioner of Indian Affairs.

These two gentlemen had many things in common:

(1) Both served on the Indian Affairs Committees in their respective houses.
(2) Both authored considerable legislation affecting Indians and Indian lands, including all three Rosebud Acts.
(3) Both submitted the committee reports concerning the legislation discussed herein to their respective houses.
(4) Both were members of the congressional delegation before the Rosebud Reservation was diminished.
(5) The materials herein indicate that both understood the so-called "Crook Treaty," and were aware of its relation to the later acts.
(6) One or the other of these men introduced the bills discussed herein.

> will be obliged to assume the responsibilities of the local community practically unaided by the Indians, and to bear largely all the responsibilities that have heretofore been borne by the General Government . . . .
>
> Mr. STEWARD. . . . In this very case the committee had much doubt whether the land was worth $2.50 an acre; but they finally consented to report the bill, because the Senator from South Dakota insisted that it would be detrimental and ruinous to the State of South Dakota to have settlement there tied up in this way, and that these lands ought to be opened . . . .
>
> Mr. PLATT. . . . It is true that several years ago--more than 10 years ago I think--in opening Indian reservations, we paid large and extravagant prices for the land to the Indians. . . . 35 Cong. Rec. 3187, 3188 (1902) (emphasis added).

but also appears throughout the congressional documents and debates before the turn of the century in connection with other pure lump-sum cession agreements.

4. The Office of Indian Affairs. As further indication that the trustee-homestead amendment was not intended to affect the diminution aspect of the original 1901 lump-sum cession agreement, reference is made to the manner in which the Office of Indian Affairs handled the amendment. Inspector McLaughlin's new instructions simply explained it and then stated:

> It is not deemed necessary herein to give you any definite instructions as to the form of the agreement and the manner of its execution inasmuch as you are thoroughly familiar with these features of the subject. Attention is invited in this connection, however, to Departmental instructions to you dated March 21, 1901, in connection with the negotiation of the former agreement. Letter from W.A. Jones, Commissioner of Indian Affairs to Inspector James McLaughlin, June 30, 1903 (emphasis added).

Inspector McLaughlin explained the trustee-homestead amendment to the Indians in the same manner: "I am here to enter into an agreement which is similar to that of two years ago, except as to the manner of payment . . . ." C.T. at 21 (1903).

B. THE SCHOOL LAND PROVISION

In addition to the above references to a continuity in policy, there is one particular provision that the counties think deserving of more analysis than it has received in plaintiff's brief, or for that matter, in any of the briefs submitted in the recent cases: the school land provision.

Thus far, the only treatment this school land provision has received in any of the briefs is a mere acknowledgement of its presence. For example, plaintiff merely lists the provision in the "Lands exempted from sale and/or disposition" and "appropriations" sections of its brief. B. P. at 31-33, 41. But for the reasons stated in the Congressional Record and the Senate and House documents for its necessary inclusion in the original and amended 1901 agreement, no other treatment would probably have been warranted. When the provision is examined in light of these reasons, however, it is the counties' position that it assumes such an added degree of significance as to constitute one of the most enlightening provisions to be found in any of the acts.

On the first day the original 1901 lump-sum cession agreement was presented on the floor of the Senate for ratification, Senator Gamble immediately proposed, and the Senate immediately agreed to, without discussion, the following amendment:

> The next amendment was, at the end of the bill, to insert the following as a new section:
> SEC. 4. That sections 16 and 36 of the lands hereby acquired in each township shall not be subject to entry, but shall be reserved for the use of the common schools, and the same are hereby granted to the State of South Dakota for such purpose; and in case either of said sections, or parts thereof, of the lands in said county of Gregory is lost to said State of South Dakota by reason of allotments thereof to any Indian or Indians now holding the same, or otherwise, the governor of said State, with the approval of the Secretary of the Interior, is hereby authorized, in the tract herein ceded, to locate other lands not occupied, in quantity equal to the loss, and such selection shall be made prior to the opening of such lands to settlement.

The amendment was agreed to. 35 Cong. Rec. 3187 (1902).

Senator Gamble then explained the reason for its inclusion to the Senate:

> Under the provisions of the enabling act authorizing the admission of the State of South Dakota into the Union, sections 16 and 36 in every township were reserved for school purposes. This provision did not apply to permanent Indian reservations, but became operative when the Indian title was extinguished and the lands restored to and became a part of the public domain. This would withdraw about 29,000 acreas of these lands and would leave 387,000 acres to be opened to settlement, and which would be affected by the proposed amendment. Cong. Rec., supra (emphasis added).

The provision of the enabling act to which Senator Gamble referred provided:

> Nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act until the reservation shall have been extinguished and such lands be restored to, and become a part of, the public domain. Act of February 22, 1889, ch. 180, 25 Stat. 676 (emphasis added).

The Committee of Indian Affairs first suggested the school provision when the bill was pending before it, even though Senator Gamble felt that the provision itself was superfluous as the grant to the state would become operative without further legislation when, in his words, the "reservations were opened, as in this case, and became a part of the public domain . . . ." 35 Cong. Rec. 4856 (1902).

Admittedly Congress, at the time of this debate, had not yet abandoned the policy to which plaintiff refers to in its brief at 29-31, and so the "public domain" and "extinguished reservation" concept is understandable. After all, Congress was concerned with the original 1901 lump-sum cession agreement which would have had this effect on the Rosebud Reservation. In other words, at least as far as the Rosebud Reservation is concerned, Congress had not as yet, as plaintiff again correctly states, "abandoned this policy" in favor of the "new" policy, i.e. the trustee-homestead amendment.

But why is this school land provision, founded as it is upon a provision made operative only when "the reservation shall have been extinguished and such lands restored to, and become a part of, the public domain," still present in the final act representing plaintiff's "new" policy which purportedly did not diminish or extinguish reservations? And what is Congressman Burke doing explaining the school land provision to the House of Representatives on January 30, 1904, after the adoption of the new policy, in not only the same descriptive terminology of the old policy which plaintiff has argued has been abandoned, but also in terms of the same diminutive or extinguishing concept the old policy would have had on the reservation!

> Mr. FINLEY: Mr. Speaker, I observe that in section 4, reserving school lands, it is provided that the government pay for those lands. Is that the usual appropriation that is put in all bills of this character?

> Mr. BURKE: I am glad that the gentleman has asked me that question. I would state that under the enabling act under which the State of South Dakota was admitted to the Union it was provided that sections 16 and 36 in said State should be reserved for the use of the common schools of that State, and it further provided that as to the lands within an Indian reservation the provisions of that grant would not become operative until the reservation was extinguished and the land restored to the public domain. That enabling act was passed by Congress on the 22nd day of February, 1889. In March of that same year Congress ratified a treaty with the Sioux Indians in South Dakota for the cession of something like ten or eleven millions of acres of land, and made an express appropriation, in accordance with provisions of the enabling act, to pay outright out of the Treasury the money for sections 16 and 36 of that land at the price stipulated for in the treaty.
>
> Mr. FINLEY: Then, as I understand the gentleman, he bases the wisdom or equity for this provision upon the enabling act admitting South Dakota into the Union.
>
> Mr. BURKE: Yes.
>
> Mr. FINLEY: And not otherwise?
>
> Mr. BURKE: No. 38 Cong. Rec. 1423 (1904) (emphasis added).

Precisely the same underlying reason for the inclusion of this school land provision in the final act, namely that the act would extinguish that portion of the reservation and hence make operative the enabling act, is also given in all of the House and Senate Reports submitted after the adoption of plaintiff's "new" policy:

> The bill also provides that sections 16 and 36 or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and an appropriation of $90,000 is made for this purpose. This provision is in conformity with the guarantee given to the State of South Dakota by Congress in the enabling act, which provided that any reservations open to setttlement subsequent to the admission of the State into the Union, that sections 16 and 36 would be reserved and ceded to the State for school purposes. H.R. Rep. No. 3839, 57th Cong. 2d Sess. 2 (1903).
>
> The bill also provides that sections 16 and 36, or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and an appropriation of $90,000 is made for this purpose. This provision is in conformity with the guarantee given to the State of South Dakota by Congress in the enabling act, which provided that in any reservations open to settlement subsequent to the admission of the State into the Union, that sections 16 and 36 would be reserved and ceded to the State for school purposes. S. Rep. No. 3271, 57th Cong. 2d Sess. 2 (1903).
>
> Section 4 of the bill provides that sections 16 and 36, or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and section 5 provides for an appropriation of $90,000 for this purpose. This is in conformity with the guaranty given to the State of South Dakota by Congress in the enabling act, which provides that in any reservations opened to settlement subsequent to the admission of the State into the Union sections 16 and 36 would be reserved and ceded to the State for school purposes. H.R. Rep. No. 443, 58th Cong., 2d Sess. 2 (1904).
>
> Section 4 of the bill provides that section 16 and 36, or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and section 5 provides for an appropriation of $90,000 for this purpose. This is in conformity with the guaranty given to the State of South Dakota by Congress in the enabling act, which provides that in any reservations opened to settlement subsequent to the admission of the State into the Union sections 16 and 36 would be reserved and ceded to the State for

> school purposes. S. Rep. No. 651, 58th Cong., 2d Sess. 2 (1904).

The connotation of the "open to settlement" terminology has been discussed at 13-14,supra.

C. THE FINAL REPORTS: SENATE REPORT NO. 651 AND HOUSE REPORT NO. 443

Senate Report No. 651 and House Report No. 443 are one and the same, as the Senate Committee on Indian Affairs deemed the subject matter of the measure to be so "fully covered" (S. Rep., supra at 1) by House Report No. 443, they adopted it in its entirety. The report and appended materials consist of some 12 pages that relate, in detail, the history of the Gregory County Act. Although the counties deem the entire report to be extremely significant and have in fact discussed certain aspects of it elsewhere in this brief, only two areas will be examined at this point. Keeping in mind that the general purpose of this subsection was to show that Congress never intended that the trustee-homestead amendment would in any way affect the diminution of the Rosebud Reservation which would have occurred had the original 1901 lump-sum cession agreement been ratified, the counties note and deem significant the following paragraph:

> There is no question but what the Indians have no use for the land that is proposed to be ceded by this bill; that the tract is only a very small portion of the Rosebud Reservation, and is really only a corner of the reservation, which will be left compact and in a square tract and a reservation about equal in size to the Pine Ridge Reservation, in South Dakota. S. Rep., supra at 3 (emphasis added).

This paragraph, especially when considered in connection with not only the tenor of the Commissioner of Indian Affairs testimony before the House Committee, but also the specific reply he made when asked about the advisability of consent (i.e., "If you wait for their consent in these matters, it will be fifty years before you can do away with the reservations.") (S. Rep., supra at 4-5, [emphasis added]) which was also reproduced in the report proper,[7] not only deals with the precise effect the 1904 Act was to have on the Rosebud Reservation, but also serves to put the issue in what the counties would term a proper historical perspective.

Both reports represent the final word of the Senate and House Committees on Indian Affairs, and in effect, of Congress itself.

The House passed the bill on February 1, 1904, after a short explanation by Congressman Burke, the significant portion of which has already been discussed in this brief. On April 18, 1904, the entire report was first read by the Secretary, and the bill passed the Senate without any discussion whatsoever.

V. THE DOCUMENTS AND STATUTES CONCERNED WITH GREGORY COUNTY AFTER THE PASSAGE OF THE 1904 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED

One would logically assume that if, after the 1901 agreement had been amended to include the trustee-homestead provision, a portion of the reservation was still to be "cut off," "extinguished,"

[7] By "report proper," the counties mean that portion of the report exclusive of the appended material.

and "restored to the public domain" and that portion remaining to be left "compact and in a square tract" and "still as large as" or "about equal in size to the Pine Ridge Reservation," as Inspector McLaughlin, Congressman Burke, Senator Gamble, and the language and provisions of the act itself indicated, there should be some confirmation of this diminutive effect in documents and statutes concerned with Gregory County and the Rosebud Reservation after the act had been passed and proclamation issued. C.T. at 22 (1903); 38 Cong. Rec. 1423 (1904); H.R. Rep. No. 443, 58th Cong., 2d Sess. 3 (1904). (Cited sources describing the effect of the 1901 agreement after it had been amended to include the trustee-homestead provision i.e., the 1904 Act.)

The counties submit that, in its entirety, the judiciary could not expect a more relevant, consistent, clear, immediate and unequivocal confirmation of this sort than the 1905 "extension" statute and peripheral materials concerned therewith.

1. 1905 Extension Statute

   a. S. Rep. No. 2760, 58th Cong., 3rd Sess. 1 (1905):

      The Committee on Public Lands, to whom was referred the bill (S. 5790) to provide for the extention of time within which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, S.Dak., having had the same under consideration, beg leave to report the bill back with the recommendation that it be amended, and that as amended it do pass . . . .

      The portion of the Rosebud Indian Reservation which was subject to the legislation provided by the act of April 23, 1904, was thrown open for settlement by the proclamation of the President of the United States under date of May 13, 1904 . . . (emphasis added).

   b. H. R. Rep. No. 4198, 58th Cong., 3rd Sess. 1 (1905):

      The Committee on the Public Lands, to whom was referred the bill (S. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, S. Dak., having had the same under consideration, beg leave to report the bill back with the recommendation that it do pass.

      The portion of the Rosebud Indian Reservation which was subject to the legislation provided by the act of April 23, 1904, was thrown open for settlement by the proclamation of the President of the United States under date of May 13, 1904 . . . (emphasis added).

   c. 39 Cong. Rec. 1578 (1905) (remarks of Senator Gamble on S. 5799 on Jan. 30, 1905):

      Extension of Time to Homestead Settlers.

      Mr. GAMBLE. I ask unanimous consent for the present consideration of the bill (S. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, S. Dak . . . (emphasis added).

   d. Act of February 7, 1905 (S. 5799) ch. 545, 33 Stat. 700: An Act To provide for the extension of time within which homestead settlers may establish residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, South Dakota, ...

      Be it enacted . . ., That the homestead settlers on the lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, South Dakota, opened

under An Act to ratify and amend an agreement with the Sioux tribe of Indians of the Rosebud Reservation, in South Dakota, and making appropriation and provisions to carry the same into effect, approved April twenty-third, nineteen hundred and four. . . be, and they are hereby, granted an extension of time in which to establish their residence upon the lands so opened . . . (emphasis added).

   e. 33 L.D. 408 (1905):

      Instructions.

      Department of the Interior,
      General Land Office,
      Washington, D.C., Feb. 9, 1905.

      Register and Receiver,

      Chamberlain, South Dakota.

      Gentlemen: The Act of February 7, 1905, provides –

      That the homestead settlers on the lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, South Dakota, opened under an act entitled "an Act to ratify and amend an agreement with the Sioux tribe of Indians of the Rosebud Reservation . . . ." be, and they are hereby, granted an extension of time in which to establish their residence upon the lands so opened and filed upon until the first day of May, anno Domini nineteen hundred and five . . . .

      You will see that as to lands in the former Rosebud Reservation, ... this act is given effect in your office as to all entries made of such lands prior to November 1, 1904.

      W. A. Richards, Commissioner.

      Approved: E. A. Hitchcock,
      Secretary
      (emphasis added).

Other miscellaneous documents which also attributed this same diminution to the 1904 Act include:

2. 33 L.D. 124 (1904):

   Instructions. Department of the Interior,
   General Land Office, Washington, D.C.,
   July 19, 1904.

   Register and Receiver,

   Chamberlain, South Dakota.

   Sirs: All persons who apply to enter lands within the former Rosebud reservation, ...

   W. A. Richards, Commissioner.

   Approved: Thom. Ryan
   Acting Secretary
   (emphasis added).

3. Department of the Interior, Indian Affairs Ann. Rep. , Report of Agent for Rosebud Agency, Chas. E. McChesney, Agent, 334 (1904):

   Sir: I have the honor to submit the annual report of this agency for the year ending June 30, 1904:

   The Rosebud Reserve embraces about 2,700,000 acres of land, situated entirely within the State of South Dakota, and extends from the Nebraska State line on the south to the White River on the north and from the Pine Ridge Reserve lines on the west to the range line between ranges 73 and 74 west, fifth principal meridian, on the east. All the land formerly belonging to this reserve east of the above range line is now open to settlement under

an act of Congress passed at the last session thereof. The opened portion includes about 416,000 acres (not counting the Indian allotments) and is the major part of Gregory County, S. Dak . . . (emphasis added).

4. FOURTH ANNUAL REVIEW OF THE PROGRESS OF SOUTH DAKOTA FOR 1904. III STATE DEPT. OF HISTORY, SOUTH DAKOTA HISTORICAL COLLECTIONS 21 (1906):

The State Historical Society takes pride in presenting herewith its Fourth Annual Review of the Progress of the State, and congratulates South Dakota upon continued excellent conditions and another year of prosperity and happiness.

Two circumstances, each unique in itself, have made the year notable in this state. The first of these was the opening of a portion of the Rosebud Indian Reservation to settlement, and the remarkable rush of homeseekers who desired to secure locations upon these fertile lands. The section opened by act of congress comprised about 416,000 acres of Gregory County, off of the east end of the reservation . . . (emphasis added).

5. C. T. at 4-5 (Dec. 1906):

Inspector McLaughlin: . . . There is no railroad running over any portion of the Rosebud Reservation, none within the boundaries of your reservation. That railroad in Gregory County has not yet come across your reservation boundary, but should it come into your reservation, you would receive pay for its right of way. Any of the Indians who may live in Gregory whose allotments have been crossed by that railroad, have, or will receive pay for the privilege of crossing their allotments, so you need not worry about that, my friends.

6. YESTERDAY AND TODAY: A HISTORY OF THE CHICAGO AND NORTHWESTERN RAILWAY SYSTEM, at 133 (1910). The following quotation from the annual report for fiscal year 1906 appears therein:

The company had also undertaken the construction of an extension from Bonesteel, South Dakota to Gregory, South Dakota, a distance of 25.93 miles, and would be complete during the ensuing fiscal year. This extension will pass through Gregory County, which embraces that portion of the Rosebud Indian Reservation opened to settlement in 1904, and will terminate near the present eastern boundary of that reservation (emphasis added).

7. 38 L.D. 214 (1909):

First Assistant Secretary Pierce to the Commissioner of the General Land Office, September 20, 1909 . . . .

. . . The land embraced in said entry is a part of the former Rosebud Indian Reservation opened to entry and settlement August 8, 1904, by proclamation of May 13, 1904 . . . (emphasis added).

8. Department of the Interior, Secretary of the Interior, Ann. Rep. 34 (1917):

Public Sales have been announced to take place during the coming season . . . of unsold lands in the former Rosebud Reservation in Gregory County, South Dakota (emphasis added).

This list of "former" references is not and was not intended to be complete in the sense that it includes all references of a later date concerned with the Gregory County opening. Nor is it intended that because of the "former" references such an intention must be "imputed" back to the 1904 Congress. Rather, the references are merely intended as a confirmation that the diminutive effect attributed to the 1904 act before passage, was recognized after the act was effective.[8]

Although it is the counties' position that the legislative history and the text of the 1904 Act, considered together and in their entirety, are sufficient to show that the 1904 Act was intended to

[8]The 1907 and 1910 confirmation sections are intended to be equally within the purposes and limitations stated in this paragraph.

diminish the Rosebud Reservation, certain related arguments do merit some discussion at this point.

Primarily, these arguments center around the "on, in, within," vs. "former, heretofore" controversy apparent in the briefs submitted to and in the opinions of, the courts which have construed acts similar to those in this case. To date, this controversy has been primarily limited to the language of the acts, proclamations, and a few later passed statutes, for the simple reason that these were the only materials presented. What little legislative history that some of the briefs did contain was presented in such a way as to not put the court in a position of having to weigh or consider the issue in its proper context.

In connection with the Gregory County Act and Proclamation, the controversy never really completely manifests itself. In the 1904 Act, Congress used the operative language "echoing an abandoned" (B.P. at 30) policy and that language is really not susceptible to the "preposition" argument. However, it is interesting to note that at 44 of plaintiff's brief is a list of four prepositions appearing in the 1904 Act. In light of the fact that all are in Article IV, however, which is the Article IV of the original 1901 lump-sum cession agreement in quotations (which plaintiff has conceded would have diminished the Rosebud Reservation), the counties submit that whatever probative value the "preposition" argument might have in other instances is completely lacking here.

The 1904 Proclamation contains the operative language echoing the same abandoned policy and hence plaintiff has not even attempted to subject it to the "preposition" argument. A detailed discussion of the other phases of preposition argument will be set forth after the Tripp and Mellette County materials have been examined.

1907 ACT[9]

If the counties' position as to the effect of the 1904 Act on the size of the Rosebud Reservation is correct, the materials surrounding the 1907 Act should not only independently support this position but should also indicate a similar effect was intended by the 1907 Act itself. Since the 1907 documents enable one to view the effect of the homestead acts on the Rosebud Reservation both retrospectively and prospectively, they will be analyzed from that vantage point. The format will consist of the same four interrelated subheadings used in the discussion of the Gregory Act.

I. THERE IS STILL NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE TRUSTEE-HOMESTEAD AMENDMENT WAS INTENDED TO AFFECT THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

The pillar of plaintiff's new policy, the trustee-homestead amendment, had been in effect for three years on the Rosebud Reservation and was about to be implemented again. Yet not one paragraph appears in any of the contemporary documents that clearly supports plaintiff's concept of a reservation. Even in light of the fact that three years had passed since the "new policy" was applied to the Rosebud Reservation, one would expect at least some sort of casual remark or other manifestation from someone.

II. THERE IS ADDITIONAL EVIDENCE THAT THE ONLY REASON FOR THE TRUSTEE-HOMESTEAD AMENDMENT WAS AN APPROPRIATION CONFLICT WHICH WAS NOT IN ANY WAY CONCERNED WITH THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

There is very little material even concerned with this aspect of the legislation–a fact which in and of itself supports the position taken by the counties. And as a corollary thereto, the reference that does appear is consistent with the material on this point previously presented.

> Hollow Horn Bear. . . . I want the Great Father's council to pay for this land at $5 per acre straight, to guarantee it . . . .
>
> Inspector McLaughlin. In reply to my friend Hollow Horn Bear, I desire to say there is very little difference in his proposition and what I am prepared to consider. The principal difference is that he demands $5 an acre for the entire cession and for the Government to guarantee the payment of that price. As to that, I wish you to clearly understand that Congress for the past 5 years has absolutely refused to consider any agreement for the cession of Indian reservation lands which stipulates a lump sum payment or binds the Government in any way to purchase the land or find purchaser for it. C.T. at 29, 30 (1906).

This is the only reference to plaintiff's "new policy" that appears anywhere in 1906 and 1907 Tripp County documents.

[9] Act of March 12, 1907, 34 Stat. 1230–all of Tripp County, and a portion of Lyman County.

III. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE 1907 ACT WAS INTENDED TO EFFECT A SIMILAR DIMINUTION TO THAT WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT AND WHICH DID FOLLOW THE 1904 ACT

A. CONTINUITY

If there is one striking characteristic that permeates all of the Rosebud materials from the conception of the original 1901 lump-sum cession agreement through the passage of the 1910 Act, that characteristic is continuity: A continuity of terminology, procedure, personnel, and most importantly, policy.

1. Terminology. The "cession" and "open" terminology continues to appear throughout the documents of the period and is used interchangeably with and equated to the "sale and dispose of" terminology. In one paragraph reference is made to "the sale of that part of Reservation located in Tripp County" and in the next to the disposal of the "land ceded," ad infinitum. Letter from F. E. Luepp, Commissioner of Indian Affairs to Inspector James McLaughlin, December 5, 1906.

2. Procedure. The Secretary of the Interior again requested the Office of Indian Affairs to "prepare instructions" for Inspector McLaughlin to enter into "negotiations with the Rosebud Indians for the cession " of certain land in South Dakota and Inspector McLaughlin was thereby detailed in the precise same manner as in 1901. Letter from F. E. Leupp, Commissioner of Indian Affairs to the Secretary of the Interior, December 5, 1906 (emphasis added). The instructions referred to fair terms, "similar to those in the disposal of the ceded lands in Gregory County." Letter to Inspector McLaughlin, supra. Inspector McLaughlin explained the purpose of his visit in the same manner: "I am here under orders of the Secretary of the Interior to submit to you a proposition for the cession of your surplus unallotted land in Tripp County." C.T. at 1 (1906). As in 1901, an agreement was reached wherein a majority of the members of the tribe agreed to "cede, grant, and relinquish to the United States all claim, right, title and interest in and to all that part of the Rosebud Indian Reservation lying . . . . S. Rep. No. 6831, 59th Cong., 2d Sess. 1 (1907) (emphasis added). Article II of the agreement provided that:

> In consideration of the lands ceded and relinquished by Article I of this agreement, the U.S. stipulates and agrees to dispose of the same, as hereinafter provided, under the provisions of the homestead and townsite laws, or by sale for cash, and shall be opened . . . . S. Rep., supra.

If the trustee-homestead policy was inconsistent with the "cede, grant, and relinquish to the United States all right, title and interest in" policy, the Secretary of the Interior, the Office of Indian Affairs and Inspector McLaughlin certainly were not aware that such a distinction should apply to the Rosebud Reservation.

The Office of Indian Affairs and the Secretary of the Interior attempted to make the legislation conform with the expectations of the Indians. Both recommended that the agreement be ratified with only those changes necessary to make it effective. S. Rep., supra at 4. On February 18, 1907, the Senate Committee on Indian Affairs concurred and Senate Report No. 6831 was submitted with the agreement basically intact. S. Rep., supra. However, at approximately the same time a bill sub-

stantially in the form of the final act has already passed the House. So the very next day the Senate Committee on Indian Affairs adopted the House bill, which was not in the "form" of the agreement, and the House report, which only appended the agreement. S. Rep. No. 6838, 59th Cong., 2d Sess. (1907). But for the fact that the other version had already passed the House, the 1907 Act could very well have ended up in the same form as the Gregory Act--a form containing the terminology of and representing a policy which according to plaintiff had long since been abandoned on the Rosebud Reservation.[10]

In any event, the fact that an agreement containing this "old" terminology was appended to and made part of the Senate and House reports is, in and of itself, significant. In addition, many of the provisions of the agreement were simply paraphrased and made a part of certain sections of the final act.[11]

3. Personnel. Many of the individuals responsible for the Rosebud legislation in 1907 were the same individuals that were responsible for the 1904 legislation. For the most part they were thoroughly familiar with the history of the Rosebud legislation, some even from the time of the 1901 agreement. In this light, the references to and provisions of the acts which are inconsistent with the continued existence of certain portions of the Rosebud Reservation become even more of an anomaly. See Note 6, supra.

In all instances, the 1907 bill and agreement were referred to as being "the same as" or "in line with" or substantially "similar to" the 1904 Act. C.T. at 31 (1906); 41 Cong. Rec. 3104 (1907); Letter to Inspector McLaughlin, supra. And the 1904 Act was consistently referred to by these men in such a manner as to leave little doubt that Gregory County was simply no longer considered to be a part of the Reservation. For example, there is Inspector McLaughlin's comment about the railroad set forth at 20 supra, and also the continual reference to Tripp County, not Gregory County, as the eastern part of the Reservation:

> High Pipe: The best land we have is in the eastern part of our reservation, Tripp County. C. T. at 8 (1906) (emphasis added).

The agreement itself, the House and Senate Documents, and the Congressional Record also support this conclusion:

---

[10] Perhaps the reason why the House did not ratify the agreement in toto was that it had to be amended. In such a case, Inspector McLaughlin has succintly stated in the very last paragraph of his report that:

> I desire to add that quite a number of the Indians before signing the agreement expressed themselves as fully concurring in all its provisions, but wanted it distinctly understood that should the agreement fail of ratification just as it was written, they did not wish their names transferred to appear as concurring in H.R. bill 20527, 59th Congress, 2d Session, or any other bill of a similar character, which they imagined was done with their signatures to the unratified agreement of September 14, 1901, when Gregory County lands were opened by the Act of April 23, 1904. Letter from Inspector James McLaughlin to the Secretary of the Interior, February 12, 1907.

[11] The articles in the agreement were prefaced with "It is further agreed . . ." and "It is understood . . ." In all instances these phrases were deleted in the final act with the sections therein simply beginning with "That . . .". In many instances the remainder of the provisions were then retained in toto. For example, compare the school land provision in the agreement and the final act. In essence, as Congressman Burke stated, the whole act was "substantially in accordance with an agreement which has just been made with the Indians . . ." 41 Cong. Rec. 3104 (1907).

> cede, grant, and relinquish to the United States all claim, right, title, and interest in and to all that part of the Rosebud Indian Reservation lying south of Big White River and east . . . . S. Rep. No. 6838, 59th Cong., 2d Sess. 4 (1907) (emphasis added).

> The purpose of this bill is to authorize the opening and sale of that portion of the Rosebud Reservation in South Dakota known as Tripp County, and it affects all that portion of the reservation east of range 25 of the fifth principal meridian south of the Big White River, and embraces about 1,000,000 acres.
>
> In the second session of the Fifty-eighth Congress a law was passed authorizing a sale of so much of this same reservation as was located in Gregory County, the tract affected being about one-half the area embraced in the tract affected by the pending bill and lying immediately adjoining and east of Tripp County. H.R. Rep. No. 7613, 59th Cong. 2d Sess. 1 (1907) (emphasis added).

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Congressman Burke's comment, discussed at 27, infra.

Gregory County was not a part of the Reservation in 1907 and as the material in the next sections indicate, Tripp County would soon be similarly located.

B. THE CENTRAL THEME

The three sources cited below are an example of what the counties have attempted to stress throughout this entire section: that the central theme present in all of the Rosebud documents of this period is a concept of a reservation already diminished by one act, and soom to be diminished by another.

1. Commissioner of Indian Affairs. On December 15, 1906, F. E. Leupp, the Commissioner of Indian Affairs, submitted a 12 page report to the Secretary of the Interior on a bill that was then pending to dispose of that part of the Rosebud Indian Reservation in Tripp County, South Dakota. On the last page therein, he stated in simple and concise terms that:

> I have heretofore said in substance that, in my judgment, it is a mistake for Congress to direct the restoration of the surplus lands of an Indian Reservation to the public domain without first referring the question to the Indians . . . . Letter from F. E. Leupp, Commissioner of Indian Affairs to Secretary of the Interior, December 15, 1906 (emphasis added).

If the presence of the trustee-homestead provision in the Rosebud legislation was inconsistent with the restoration of lands to the "public domain," and hence inconsistent with the doing away with reservations, someone certainly should have communicated this information to the Commissioner of Indian Affairs. In addition, the counties would submit that the probative value of statements such as this is enhanced by the fact that this Commissioner was not a novice in these matters. Indeed, this is the same Commissioner who used the "doing away with reservations" terminology after the adoption of the trustee-homestead provision while testifying before the House Committee on Indian Affairs in 1904, which was included, along with his report on the final draft on the 1904 Act, in both the 1904 Senate

and House Reports.

2. The School Land Provision. Section 6 and 7 of the 1907 Act specifically provided that certain lands granted to the state be paid for by the Federal Government. The members of the House and Senate who were not as familiar with the Rosebud legislation as others more directly involved, were consistently and in all instances given the same explanation for this appropriation. A portion of the reservation would be extinguished by the 1907 Act (Tripp County), as portions thereof had been extinguished before, and a section of the enabling act required in such cases that land then be granted to the state. When Congressman Burke presented the bill to the House the following exchange took place:

> Mr. Finley. Does not the gentleman think that the State of South Dakota should have land for school purposes, as is provided in the bill, and that the Government should pay for the land?
>
> Mr. Burke of South Dakota. I will answer that question by stating that in at least six different instances since South Dakota was admitted into the Union Congress has made an appropriation and paid for the school sections under the guaranty that was given to the State when we came into the Union.
>
> Mr. Finley. Why is that where certain sections have been allotted or patented the Government is called upon to pay for sections 16 and 36?
>
> Mr. Burke of South Dakota. That refers to sections that have been allotted to the Indians, and it has always been the custom where school sections have been allotted to give to the State in lieu of such sections other sections, not exceeding two in any township.
>
> Mr. Finley. Is it true that some of these lands have been allotted to the Indians?
>
> Mr. Burke of South Dakota. It is true that a portion of the lands have been allotted to the Indians.
>
> Mr. Finley. Does the gentleman think the Government should be called upon to pay to the State of South Dakota for lands allotted to the Indians? Doesn't the land belong to the Indians? I ask the gentleman if that practice has been the usual one?
>
> Mr. Burke of South Dakota. We have heretofore appropriated to pay for sections 16 and 36 in every township, or where they had been taken to pay for a section in lieu thereof.
>
> Mr. Finley. Has that been the rule where lands are allotted to Indians?
>
> Mr. Burke of South Dakota. Yes; that has been the rule and was the rule in the former Rosebud bill which passed the Fifty-eighth Congress, and is exactly in line with this provision, and the price is the same. 41 Cong. Rec. 3104 (1907).

Although Congressman Burke could have explained the necessity for the inclusion of such a provision more succintly as he had in other instances, an examination of the House and Senate reports reveals why such a detailed statement in this instance would have been superfluous. One entire page of each of these reports is devoted to this very question:

> Section 6 of the bill reserves sections 16 and 36 in each township for the use of the common schools, and grants the same to the State of South Dakota, and section 7 makes an appropriation to pay for the same at $2.50 per acre. This is following the precedents which have heretofore been established in the opening of other reservations in South Dakota, and is based upon section 10 of the act of Congress admitting South Dakota into the Union, approved February 22, 1889. Said section is as follows:
>
> SEC. 10. That upon the admission of each of said States into the Union sections numbered sixteen and thirty-six in every township of said proposed

> States, and where such sections, or any part thereof, have been sold or otherwise disposed of by or under the authority of any act of Congress, other lands equivalent thereto, in legal subdivisions of not less than one-quarter section, and as contiguous as may be to the section in lieu of which the same is taken, are hereby granted to said States for the support of common schools, such indemnity lands to be selected within said States in such manner as the legislature may provide, with the approval of the Secretary of the Interior: Provided, That the sixteenth and thirty-sixth sections embraced in permanent reservations for national purposes shall not at any time be subject to the grants nor indemnity provisions of this act, nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act until the reservation shall have been extinguished and such lands restored to and become a part of the public domain.

The following are the precedents:

By section 30 of the act opening and dividing the Great Sioux Reservation, sections 16 and 36 were granted to the State, and an appropriation of $1.25 per acre was made to pay for same. Act approved March 2, 1889. (25 Stat. L., 898.)

By section 30, act approved March 3, 1891, opening the Sisseton and Wahpeton Reservation, the school sections were ceded to the State and an appropriation made, and the same were paid for at $2.50 per acre. (26 Stat. L., 1039.)

By act of August 15, 1894, opening the Yankton Reservation, the school sections were ceded to the State and paid for at $3.75 per acre. (28 Stat. L., 313.)

Act providing for sale of Rosebud Reservation, in Gregory County, school sections were ceded and paid for at $2.50 per acre, and act authorizing sale of a portion of the Lower Brule Reservation, first session of the (Fifty-ninth) Congress, school sections were ceded to the State and paid for at $1.25 per acre. H.R. Rep. No. 7613, 59th Cong., 2d Sess. 3-4 (1907); S. Rep., No. 6838, 59th Cong., 2d Sess. 3 (1907) (emphasis added).

Whether one prefers the "opening" of the 1889 Reservation or the "sale" and "cede" of the 1904 Gregory County Act or whatever, the 1907 Act was intended by Congress to extinguish that portion of the Rosebud Reservation lying in Tripp County and restore it to the public domain in the same manner that the acts listed as "precedents" had extinguished and restored portions of other South Dakota Reservations to the public domain! It is with this in mind, as well as Commissioner Leupp's statement, that we now turn back to a comment made by Congressman Burke on the floor of the House.

3. The Congressional Record. Certain statements appear throughout the Rosebud documents that the counties submit are susceptible of only one interpretation when viewed in their proper historical perspective and in light of the information stated in the other contemporary documents dealing with that reservation. Congressman Burke made just such a statement on the floor of the House on February 16, 1907:

> The Indians, as I have stated before, have agreed to the disposition of it under the terms of the bill. They will have left, after this land is disposed of, a reservation that is substantially 50 miles square, and there are only 5,000 Indians. 41 Cong. Rec. 3104 (1907) (emphasis added).

This statement is the perfect example of how the serial effect of the Rosebud homestead acts can be viewed both retrospectively and prospectively. Retrospectively, Gregory County was no longer a part of the reservation. Prospectively, Tripp County would soon be similarly located. The materials in the next section are listed merely to confirm this observation.

IV. THE DOCUMENTS AND STATUTES CONCERNED WITH TRIPP COUNTY AFTER THE PASSAGE OF THE 1907 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED AGAIN

1. 37 L.D. 124 (1909):

OPENING OF ROSEBUD INDIAN LANDS IN SOUTH DAKOTA (TRIPP COUNTY).

Regulations

Department of the Interior
Washington, D.C., Aug. 25, 1908.

The Commissioner of the General Land Office.

Sir: Pursuant to the proclamation of the President issued August 24, 1908, for the opening to settlement, occupation, and entry of certain lands formerly within the Rosebud Indian Reservation in the State of South Dakota, under the act of Congress approved March 2, 1907 (34 Stat., 1230) . . . .

Very respectfully,

Jesse E. Wilson,
Acting Secretary
(emphasis added).

2. EIGHTH ANNUAL REVIEW OF THE PROGRESS OF SOUTH DAKOTA FOR 1908. V. STATE DEPT. OF HISTORY, SOUTH DAKOTA HISTORICAL COLLECTIONS 45 (1910):

Perhaps the most noteworthy event of the year 1908 in South Dakota has been the opening to settlement of the unallotted lands in Tripp County, formerly a portion of the Rosebud Indian Reservation. Pursuant to an act of Congress providing for the opening of these lands, the President in September issued his proclamation, directing that from October 7 to October 17 parties desiring to locate homesteads upon the Tripp County lands be permitted to register for the chance of drawing a homestead at Dallas, Bonesteel, Chamberlain or Presho, and during the period designated 114, 769 registrations were made, though there were but about four thousand homesteads available. The registrations exceeded the former rush to Gregory county lands in 1904 by more than eight thousand . . . (emphasis added).

3. Report of the Commissioner of Indian Affairs, Annual Report of the Rosebud Agency, C.L. Ellis, Agent, 21 - 27 (1909):

The Rosebud agency is located on the southern boundary of South Dakota. Originally the reservation extended to the Missouri river on the east. a distance of 150 miles east and west, and 50 miles north and south, and contained about three and one-quarter million acres of land. By the act of April 23, 1904, that part now known as Gregory County, on the eastern end of the reservation, was ceded and the surplus or unallotted lands made available for homesteads. Under the act of March 2, 1907 (Public No. 195), a tract about 33 miles east and west and 50 miles north and south, known as Tripp County, and east of the present diminished reservation was opened to settlement . . . .

What is now known as the diminished reservation is a tract about 50 miles square embracing the western part of the original reservation . . . .

If the whole of the diminished reservation was attached to Tripp County for judicial purposes it would be much more convenient and expeditious . . . .

The diminished reservation, containing about 2500 square miles, is wholly a cattle range at present . . . .

The burning of the grass on a great part of Tripp County early last winter found

many of the cattlemen's stock to seek grass on the diminished reserve . . . .

In order to keep the cattle of the diminished reservation from becoming reinfected by mingling with outside stock I have asked authority for material and labor to complete the south fence line, and to construct a fence along the Tripp County line to the 10th Parallel. Many thousands of posts and much labor have been expended in repairing the fences on the other three sides of the reservation this season and they are now in good condition.

All the other day schools are located in the diminished reservation . . . .

Many new towns have sprung up near the reservation boarders and in Tripp County . . . .

C.L. Ellis,
Special Indian Agent
in charge
(emphasis added).

4. Report of the Commissioner of Indian Affairs, 42 (1909):

Rosebud, S. Dak.--This reservation has been diminished very rapidly within the last few years by various acts of Congress . . . .

Respectfully,

Robert G. Valentine
(emphasis added).

5. Act of Aug. 17, 1911, ch. 22, 87 Stat. 21 (S. 3152):

Be it enacted . . . That any person who has heretofore made a homestead entry for land in what was formerly a part of the Rosebud Indian Reservation in the State of South Dakota, authorized by the Act approved March second, nineteen hundred and seven . . . (emphasis added).

6. S. Rep. No. 115, 62nd Cong., 1st Sess., (1911), containing a letter dated August 2, 1911, from Samuel Adams, acting secretary of the Interior to Hon. Charles H. Burke, House of Representatives. Mr. Adams proposed a version of a bill to extend relief to settlers who had entered lands in Tripp County, South Dakota. The proposed bill read in part:

> That any person who has heretofore made a homestead entry for land in what was formerly a part of the Rosebud Indian Reservation in South Dakota, authorized by act approved, March second, nineteen hundred and seven, may apply to the register and receiver of the land office in the district in which the land is located, for an extension of time in which to make payment (emphasis added).

7. 47 Cong. Rec. 3841 (1911):

Mr. Burke of South Dakota. . . . Mr. Speaker, the bill H.R. 13044, which is the bill now under consideration, you will notice, proposes to affect lands in what was formerly the Rosebud Reservation and the Cheyenne and Standing Rock Reservations in North and South Dakota. The bill as amended in committee eliminates the Cheyenne and Standing Rock Reservations in North and South Dakota, because of no emergency existing as to those reservations at the present time (emphasis added).

8. 40 L.D. 54 (1911):

NEWTON DEXTER BURCH.

Decided April 26, 1911.

ROSEBUD INDIAN LANDS – SOLDIERS' ADDITIONAL RIGHT.

Lands in the former Rosebud Indian Reservation opened by proclamation of August 24, 1908, under the act of March 2, 1907, to disposal under the general provisions of the homestead and townsite laws, are not subject to appropriation by location of soldiers' additional right.

PIERCE, First Assistant Secretary:

Newton Dexter Burch has filed appeal from decisions of January 18, 1911, by the Commissioner of the General Land Office, holding for cancellation the final certificate and rejecting his several applications filed on or about October 8, 1909, under sections 2306 and 2307, R.S., for the different subdivisions of the SW 1/4 of Sec. 27, T. 101 N., R. 76 W., 5th P.M., containing 160 acres, Gregory, South Dakota, land district. The said tracts are a part of the former Rosebud Indian Reservation, opened by proclamation of the President, dated August 24, 1908 (37 L.D., 122), under the act of March 2, 1907 (34 Stat., 1230) . . . (emphasis added).

9. 40 L.D. 267 (1911):

INSTRUCTIONS.

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, D.C., September 8, 1911.

Register and RECEIVER,
Gregory, South Dakota.

GENTLEMEN: Your attention is directed to the provision of the act of Congress, approved August 17, 1911, (Public--No. 22), entitled "An act extending the time of payment to certain homesteaders in the Rosebud Indian Reservation, in the State of South Dakota," which reads as follows:

> Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That any person who has heretofore made a homestead entry for land in what was formerly a part of the Rosebud Indian Reservation, in the State of South Dakota, ...

Very Respectfully,

John McPaul

Approved Samuel Adams,
Acting Secretary
(emphasis added).

10. Act of Jan. 11, 1915, 33 Stat. 792:

> AN ACT Providing for the purchase and disposal of certain lands containing the minerals kaolin, kaolinite, fuller's earth, china clay, and ball clay, in Tripp County, formerly a part of the Rosebud Indian Reservation in South Dakota.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That all lands containing the minerals kaolin, kaolinite, fuller's earth, china clay, and ball clay, in Tripp County in what was formerly within the Rosebud Indian Reservation in South Dakota, as have heretofore been opened to settlement and entry under acts of Congress which did not authorize the disposal of such mineral lands (emphasis added).

11. 52 Cong. Rec. 453 (1914):

Mr. Burke of South Dakota. I will state that this bill originally as introduced, or a

similar bill, was limited to Tripp County, what was formerly part of the Rosebud Reservation . . . .

. . . so that it will be limited to lands in Tripp County, in what was formerly within the Rosebud Indian Reservation . . . .

. . . so that the bill will be limited to lands in Tripp County formerly within the Rosebud Indian Reservation (emphasis added).

12. 44 L.D. 195 (1915):

TRIPP COUNTY MINERAL LANDS---ACT JANUARY 11, 1915.

INSTRUCTIONS.
(No. 425.)

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, July 15 1915.

REGISTER AND RECEIVER,
United States Land Office,
Gregory, South Dakota.

SIRS: 1. The act approved January 11, 1915 (38 Stat., 792), provides that all lands containing the minerals kaolin, kaolinite, fuller's earth, china clay, and ball clay, in Tripp County, in what was formerly within the Rosebud Indian Reservation in South Dakota, as have heretofore been opened to settlement and entry under acts of Congress which did not authorize the disposal of such mineral lands, ...

Very respectfully,

Clay Tallman,
Commissioner.

Approved, July 15, 1915:
A. A. Jones
First Assistant Secretary
(emphasis added).

13. 44 L.D. 325 (1915):

EDITORIAL NOTE

In connection with the foregoing regulations as printed in pamplet form there were added, as an appendix, for information and convenient reference, reprints of the instructions of . . . 44 L.D., 195, under the act of January 11, 1915, providing for the purchase and disposal of certain lands containing kaolin, kaolinite, fuller's earth, China clay, and ball clay, in Tripp County, formerly a part of the Rosebud Indian reservation, South Dakota (emphasis added).

14. Department of the Interior, Ann. Rep. of the Comm. of the General Land Office, 165 (1916):

Rosebud Indian Lands.

Unentered land within the former Rosebud Indian Reservation in Lyman and Tripp Counties, South Dakota, were offered for sale to the highest bidders for cash at Gregory, South Dakota, on September 23, 1915. The prices received ranged from $2.50 to $7 per acre. In all 5,763.71 acres were sold for $17,866.07. All tracts were sold. The sale was made under authority of the act of March 2, 1907 (34 Stat. 1230), and departmental regulations approved July 28, 1915 . . . .

Very respectfully,

Clay Lacerman, Commissioner
(emphasis added).

15. 47 L.D. 177 (1919):

REGULATIONS FOR THE SALE OF CERTAIN LOTS IN MINNEOTA TOWNSITE IN THE FORMER ROSEBUD INDIAN RESERVATION, TRIPP COUNTY, SOUTH DAKOTA.

INSTRUCTIONS.

DEPARTMENT OF THE INTERIOR,
Washington, D.C., May 24, 1919.

THE COMMISSIONER OF THE GENERAL LAND OFFICE:

Under the provisions of the act of March 2, 1907 (34 Stat., 1230), you are directed to cause the lots designated from "A" to "S" inclusive in the townsite of Minneota within the former Rosebud Indian Reservation, Tripp County, South Dakota, to be offered for sale at public outcry under the supervision of the Superintendent of Opening and Sale of Indian Lands at not less than their appraised value on June 14, 1919, ...

Alexander T. Vogelsang
First Assistant Secretary
(emphasis added).

16. Annual Rep. of the Board of Indian Commissioners to the Secretary of the Interior, Report on the Rosebud Indian Agency, South Dakota, Hugh L. Scott, 28 (1921):

. . . there are several large towns on what used to be the old reservation. The largest is Winner, [Tripp County] . . . (emphasis added).

1910 ACT[12]

The 1910 materials are the most valuable documents for presenting what the counties would prefer to term, a proper historical perspective of the Rosebud legislation. Not only is the retrospective-prospective aspect discussed in the 1907 section more pronounced because of the passage of time, but also herein lies the first history of the Rosebud legislation related by those members of Congress primarily responsible for the three acts.

Again, the format for presenting the 1910 materials will consist of the same four interrelated subheadings used in the discussion of the 1904 and 1907 acts.

I. THERE IS STILL NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE TRUSTEE-HOMESTEAD AMENDMENT WAS INTENDED TO AFFECT THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

In light of the fact that the documents in this section set forth the entire history of the Rosebud legislation, one would expect that the elusive concept upon which plaintiff has premised its argument would at least be mentioned somewhere in these 300 odd pages--but it is not. Indeed, the counties have been unable to locate and plaintiff has not cited even one paragraph stating this concept in any of the Rosebud documents concerned with the three acts.

II. THERE IS ADDITIONAL EVIDENCE THAT THE ONLY REASON FOR THE TRUSTEE-HOMESTEAD AMENDMENT WAS AN APPROPRIATION CONFLICT WHICH WAS NOT IN ANY WAY CONCERNED WITH THE DIMINUTION WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

One of the two individuals most directly involved with the Rosebud legislation from 1901 through 1910, was Congressman Burke. On April 27, 1910, on the floor of the House of Representatives, Congressman Burke confirmed what is in essence one of the counties' major premises: that the only reason for the "new policy" was an appropriation conflict which was not in any way concerned with or intended to affect the diminution issue.

> Mr. Burke of South Dakota . . . . This particular bill refers to that portion of the Rosebud Reservation in South Dakota known as Mellette County. There is contained in the tract affected by the legislation about 800,000 acres of land. The Rosebud Reservation is one of the separate reservations created out of the original Sioux Reservation by the department and, later, the act of Congress of 1889. There are about 5000 members of the Rosebud tribe. In the early nineties [1900's] a treaty was made with these Indians by which they agreed to cede to the United States so much of their surplus and unallotted lands as were located in Gregory County. The price to be paid for the lands was $2.50 an acre. Owing to objections here and elsewhere it was impossible to secure a ratification of that treaty.
>
> In the Fifty-seventh Congress, if I am correct about it, we enacted a law amending that treaty and changing it in this respect. Instead of paying to the Indian $2.50 an acre, the price agreed upon, we provided that lands disposed of in the first three months after the opening should be sold at $4 an acre; and next three months, $3 an acre; and lands disposed of after six months, $2.50 an acre; then, after four years after the opening, the

[12] Act of May 30, 1910, 36 Stat. 448--All of Mellette County.

> undisposed of lands were to be sold without any conditions as to residence or compliance with the homestead law and sold outright . . . . 45 Cong. Rec. 5456 (1910) (emphasis added).

The objections to which Congressman Burke alluded were the appropriation arguments set forth at 7-12, supra. As far as the Rosebud Reservation was concerned, this was the only change in policy. Senator Crawford, on January 27, 1910, stated the same change in somewhat more general terms:

> Mr. Crawford . . . . By treaties negotiated from time to time, and by laws enacted from time to time, the area of lands occupied by the Indians has gradually narrowed to smaller and smaller limits, until now the lands owned by the Indians are comparitively small in quantity. They are not lands which in their possession bring any revenue whatever. They do not cultivate them. There is neither fish nor game upon them. The policy of the Government toward the Indians and toward these lands has changed in more recent years simply in this respect--that the lands be sold and the proceeds made into a trust fund, the principle forever held inviolate and the income from which is devoted to the Indians . . . . 45 Cong. Rec. 1068 (1910) (emphasis added).

It is the counties' position that in all other respects "The policy of the Government towards the Indians and toward these lands" remained the same. Not only the congressional documents and peripheral materials, but also the plain language and provisions of the 1910 Act itself, as set forth in the next section, fully support this position.

III. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE 1910 ACT WAS INTENDED TO EFFECT A SIMILAR DIMINUTION TO THAT WHICH WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT AND WHICH DID FOLLOW THE 1904 AND 1907 ACTS

A. CONTINUITY

To a large extent, the continuity that has manifested itself throughout the history of the Rosebud legislation is still apparent in the documents surrounding the 1910 opening.

Some of the men concerned with the earlier Rosebud legislation were no longer in Washington, but the two most influential still remained: Senator Gamble and Congressman Burke. Inspector McLaughlin, although now presenting the proposals only to procure the Indians' views and not to obtain a signed agreement, was still negotiating with the Rosebud Indians in formal council at the Rosebud Agency.

The most striking evidence of continuity of policy can be gleaned from the remarks of various individuals and documents concerned with what then constituted the reservation. In the 1907 subsection on continuity the counties stressed that Gregory County was simply no longer considered a part of the reservation and Tripp County would soon be similarly located. The 1910 materials support this conclusion without exception.

(1) The Eastern and Northern Part. In 1901, the Indians and Inspector McLaughlin referred to Gregory County as the "eastern part" of the reservation. In 1906 the "eastern part" of the reservation was Tripp County. Now, in 1909 - 1910, the Indians and Inspector McLaughlin continually refer to certain townships located immediately west of Tripp County as the "eastern part of our reservation." C.T. at 6 (1909).

In this connection, they are joined by none other than the Secretary of the Interior, James Rudolph Garfield, who refers to this same strip of land as not only being east but also in the diminished

reservation--i.e. "on the east of the present diminished reservation." S. Rep. No. 887, 60th Cong., 2d Sess. 3 (1909) (emphasis added). (The cited source contains a letter from James Garfield, Secretary of the Interior to Robert J. Gamble, January 26, 1909.)

Corresponding to this "eastern" concept are the other references to the area to be opened by the 1910 Act as constituting the entire "northern part" or the "north part of our reservation." C.T. at 8,20 (1909).

(2) The Senate and House Documents. This same concept of precisely what the boundaries of the Rosebud Reservation encompassed was also present in Congress. In 1909 the Senate Report on the pending legislation stated that: "The present area of the Rosebud Indian Reservation aggregates 1,800,000 acres." S. Rep. No. 887, 60th Cong., 2d Sess. 1 (1909). Later, on the floor on the Senate, Senator Gamble remarked that "the Rosebud Indians have a reservation of nearly 2,000,000 acres." 43 Cong. Rec. 1679 (1909). The Senate Report of the 1910 bill reiterated that: "the present area of the Rosebud Indian Reservation aggregated about 1,800,000 acres." (S. Rep. No. 68, 61st Cong., 2d Sess. 2 [1910]), and the House report stated the same thing in more definite terms.

The counties would submit that to have a reservation with a present area of approximately 1,800,000 acres, to refer to land west of Tripp County as the east part of that reservation and Mellette County as the north part of that reservation, is to have a reservation in Congressman Burke's words "that is substantially 50 miles square" and whose boundaries could not possibly encompass either Tripp or Gregory County. Only with this concept in mind, can one grasp the full import of the Secretary of the Interior's statement that "the Rosebud Reservation has been reduced very rapidly during the last few years." Letter to Robert J. Gamble, supra.

Although primarily cited for the proposition that Mellette County was soon to be similarly located, some of the material in the next subsection should also be analyzed in retrospect as well as for the general evidence of continuity appearing therein.

B. A DIMINISHED RESERVATION

Three specific areas can be cited for the proposition the 1910 Act was to further diminish the Rosebud Indian Reservation in precisely the same manner as the 1904 and 1907 Acts: (1) The Anticipatory Statements, (2) Specific References to what was to be the Diminished Reservation, (3) Provisions of the 1910 Act.

(1) Anticipatory Statements. The counties include herein references such as:

> The present area of the Rosebud Indian Reservation aggregates 1,800,000 acres. The lands proposed to be opened to settlement under the provision of this bill embrace an area of about 900,000 acres . . . The reservation is yet large . . . . S. Rep. No. 887, 60th Cong., 2d Sess. 1,2 (1909) (emphasis added).

> The present area of the Rosebud Indian Reservation aggregates about 1,800,000 acres. The lands proposed to be opened to settlement under the provisions of this bill embrace an area of 830,000 acres . . . The reservation is yet large . . . . S. Rep. No. 68, 61st Cong., 2d Sess. 2 (1910) (emphasis added).

> The area comprised in the present bill is about 800,000 acres and the proceeds from the sale thereof, under the terms of the bill, will probably amount to $3,000,000. There will still be left a reservation containing about 1,000,000 acres . . . . H.R. Rep. No. 429, 61st

Cong., 2d Sess. 2 (1910) (emphasis added).

> Mr. Gamble. . . . The Rosebud Indians have a reservation of nearly 2,000,000 acres. A bill has been introduced and favorably reported by the Interior Department, and a unanimous report made from the Committee on Indian Affairs, under which it is proposed to open about one-half of the reservation to settlement . . . . 43 Cong. Rec. 1679 (1909) (emphasis added).

> No U.S. Indian Inspector nor any other person or persons as yet has been authorized to explain this bill to us; therefore we would like to see someone that can give us at least a word security regarding the opening of any lands upon what now constitutes our reservation. Petition by Indians of the Rosebud Reservation (signed by Todd Smith and Reuben Quick Bear) to Hon. Wm. H. Taft, President of the United States, February 25, 1910 (emphasis added).

The counties would submit that such statements "anticipate" a diminution of the reservation of the type referred to specifically in the next subsection.

2. Specific References to what was to be the Diminished Reservation. By letter of April 29, 1909, Inspector McLaughlin reported to the Commissioner of Indian Affairs that the Indians expressed "their concurrence in the opening of the northern strip, provided the two tiers of townships in the eastern part of Meyer County remain a part of the diminished reservation." Letter from Inspector James McLaughlin to the Secretary of the Interior, at 3, April 29, 1909 (emphasis added). He also told the Indians specifically that "The opening of that part of your reservation will not only increase the value of the lands in that tract, but will also add a great deal to the value of the lands in your diminished reservation." C.T. at 14, (1909) (emphasis added). Other references of this nature include, but are not limited to, the following:

> I do not believe, therefore, that the strip of land on the east of the present diminished reservation should be opened yet. S. Rep. No. 887, 60th Cong., 2d Sess. 3 (1909). The cited source contains a letter from James Garfield, Secretary of the Interior to Robert J. Gamble, January 26, 1909 (emphasis added).

> It also provides that the Secretary of the Interior in his discretion, may permit Indians who have an allotment within the area proposed to be opened to relinquish such allotments and to receive in lieu thereof allotments anywhere within the reservation proposed to be diminished. S. Rep. No. 887, 60th Cong., 2d Sess. 2 (1909) (emphasis added).

> It also provides that the Secretary of the Interior in his discretion, may permit Indians who have allotments within the area proposed to be opened to relinquish such allotments and to receive in lieu thereof allotments anywhere within the reservation proposed to be diminished. S. Rep. No. 68, 61st Cong., 2d Sess. 3 (1910) (emphasis added).

> The bill is carefully safeguarded and provides that Indians who have taken allotments in the area proposed to be disposed of may relinquish such allotments and be reallotted within the diminished reservation, if they so elect . . . .
> The area comprised in the present bill is about 800,000 acres and the proceeds from the sale thereof, under the terms of the bill, will probably amount to $3,000,000. There will still be left a reservation containing about 1,000,000 acres and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of. H.R. Rep. No. 332, 61st Cong., 2nd Sess. 2 (1910); H.R. Rep. No. 429, 61st Cong., 2nd Sess. 2 (1910) (emphasis added).

If there was no occasion for continuing a reservation larger than it would be when Mellette County was disposed of and the reservation was therefore to be diminished, one would expect the 1910 Act itself to contain not only provisions consistent with this objective but also provisions inconsistent with

the continued existence of that part of the reservation affected by the 1910 Act--and indeed it does.

3. Provisions of the 1910 Act. Although the entire text of the 1910 Act is consistent with the concept of a diminished reservation, the counties will only discuss certain parts of sections 1, 2, 8, and 10 at this point.

(a) Section 8: School Lands. The history of this provision and the necessity for its inclusion in the 1901 agreement, the 1904 Act, and the 1907 Act has already been set forth in detail at 5, 29 - 34, 51 - 55, supra. Therefore, it is necessary only to state that the same reason, namely the extinguished reservation and public domain section of the enabling act which would be made operative by the 1910 Act diminishing the reservation, was given for its incorporation into the 1910 Act:

> Sections 16 and 36 of the lands in each townships are not to be disposed of, but are reserved for the use of the common schools of the State, and these lands are to be paid for by the Government in conformity with the provisions of the act admitting the State of South Dakota into the Union. S. Rep. No. 887, 60th Cong., 2d Sess. 2 (1909) (emphasis added).

> Sections 16 and 36 of the lands in each township are not to be disposed of, but are reserved for the use of the common schools of the State, and these lands are to be paid for by the Government in conformity with the provisions of the act admitting the State of South Dakota into the Union. S. Rep. No. 68, 61st Cong., 2d Sess. 3 (1910) (emphasis added).

> There is also a provision reserving sections 16 and 36 of the lands in each township for the use of the common schools of the State of South Dakota, to be paid for by the Government at $2.50 per acre. The granting of these lands to the State is in accordance with the provisions of the enabling act admitting South Dakota into the Union. H.R. Rep. No. 332, 61st Cong., 2nd Sess. 2 (1910); H.R. Rep. No. 429, 61st Cong., 2nd Sess. 2 (1910) (emphasis added).

> Mr. Gamble. . . . The Government agreed to reserve these lands and to pay for them, not only by law, but under the enabling act admitting the State of South Dakota to the Federal Union . . . .
> Mr. Crawford. . . . Sections 16 and 36, to which the Senator refers, are held from the settler, and are given to the State to keep good the pledge made to the State by the Government under the enabling act when the State was admitted into the Union . . . Mr. President, with reference to sections 16 and 36, they or their equivalent belong to South Dakota, because the Government of the United States granted section 16 and 36 to the State in the enabling act under which the State was admitted into the Union, as it has granted to states over and over again millions of acres of public domain for the establishment and maintenance of common schools. 45 Cong. Rec. 1068, 1071 (1910) (emphasis added).

(b) Section 10: Intoxicants. In the "why" section of plaintiff's brief the following question appears: "And why did Congress specifically prohibit the introduction of intoxicants into Mellette County for twenty-five years just as if that county were Indian country if it were not part of the reservation?" B.P. at 49. Although the counties think most of the questions plaintiff raises in that section of its brief are either self-explanatory or not of sufficient importance to merit an answer, the intoxicant question is an exception.

The rather obvious answer to plaintiff's inquiry is simply that Congress deemed it necessary to protect all of the individuals in Mellette County and therefore had to specifically legislate to that end because Mellette County would no longer be a part of the reservation and subject to the general law prohibiting intoxicants on reservations. The Secretary of the Interior, R. A. Ballinger, recommended

the intoxicant provision in light of the then recent Supreme Court Case of United States v. Dick, 208 U.S. 340 (1908), which held prohibitions of this nature to be constitutional even though the land was to be ceded and restored to public domain. Specifically, Mr. Ballinger stated:

> The Supreme Court of the United States in Dick v. United States (208 U.S., 340), sustained a provision prohibiting the introduction of intoxicating liquors upon lands ceded by Indians, for a period of twenty-five years, but emphasized strongly the fact that the provision was for a limited period reasonable in duration. The Department doubts very much the advisability of attempting to impose upon ceded lands a perpetual prohibition against the sale of intoxicants, and also doubts the advisability of prescribing punishment for the sale of liquors in violation of the law . . . . Letter from R. A. Ballinger, Secretary of the Interior to Charles H. Burke, January 13, 1910.

In the end, Congress did not disagree nor think the request unreasonable and the provision was incorporated into the 1910 Act. Several of the comments in the Congressional Record that were directed to this provision are very interesting. For example:

> Mr. GOEBEL. I am opposed to attaching to the sale of any reservation conditions such as are proposed in this bill.
> Mr. GRONNA. Does the gentleman believe it would be safer on a reservation where liquors are permitted to be sold. Would the gentleman not buy land on a reservation where protection is given by the government, even if such reservation is located in a prohibition state?
> Mr. GOEBEL. Oh, I do not know what I would do. At present I would want to get the land without any conditions attached. You must also bear in mind that when the lands are sold there is no longer a reservation, and the laws of the states apply . . . .
> Mr. BUTLER. . . . If the land is sold it will be no longer an Indian reservation. It is where, as I understand, the Indian has always lived and where he is going to live, and I believe in keeping the sale of liquor out of his neighborhood, and for that purpose I propose in a kind and gentle way to suggest to gentlemen that if there is to be any attempt made to prevent the restraint being imposed upon this title they had better have a quorum of the House present to insure the success of the attempt. 45 Cong. Rec. 5463, 5464 (1910) (emphasis added).

Therefore, contrary to plaintiff's position, the mere presence of this provision is, in and of itself, evidence that Mellette County would no longer be a part of the reservation after the passage of the 1910 Act.

(c) Section 1: Indian Agency, School, and Other Lands. As for the land reserved as long as "agency, school, or religious institutions are maintained thereon for the benefit of said Indians" (Act, supra, Section 1) to which plaintiff also alludes, the counties can find nothing therein which is inconsistent with their position. After all, Congress was aware of the Indian population that was allotted within the "tract to be ceded" and certainly did not expect all of these individuals to "relinquish same and select allotments in lieu thereof on the diminished reservation." Act, supra, Section 1. As was the case with intoxicants, for Congress to provide for these individuals in this manner is not inconsistent with the fact that the area to be opened would no longer be a reservation.

(d) Section 4: Timber Lands. Although different reasons were given, the Congressional Record also supplies an answer to plaintiff's inquiry as to the reservation of timber lands for the use of the Rosebud Indians:

> Mr. STAFFORD. Will the gentleman explain why he recommends an exception in appraisement of mineral and timber lands?
> Mr. BURKE of South Dakota. Because they are not to be disposed of. We are reserving

> them. Consequently we provide that they shall not be appraised . . . .
> Mr. MONDELL. What is the gentleman's purpose in not disposing of the timber lands?
> Mr. BURKE of South Dakota. We are providing in this bill and in the other bill that is exactly in the same form for reserving the timber land for the use of the Indians as a forest. As a matter of fact, on this particular reservation there is not a single stick of timber, but the department seems to think the timber ought to be conserved, and so we put this language in the bill.
> Mr. MONDELL. You are conserving some timber that does not exist.
> Mr. BURKE of South Dakota. So far as this reservation is concerned that is true, but we are establishing a precedent that might be good to follow in other reservations where there may be timber . . . .
> Mr. BURKE of South Dakota. There is, as a matter of fact, no timber land in this reservation. We doubt if there will be found any lands that will be regarded as timber lands. But it was put in as a mere matter of precaution. 45 Cong. Rec. 5471, 5472 (1910) (emphasis added).

Even if the presence of this provision was other than merely precautionary, the counties would still be unable to discern any purpose other than one consistent with the acknowledgment by Congress of the continued presence of some members of the Rosebud Sioux Tribe in the area to be opened. In this light, the inclusion in the 1910 Act of some provisions for their benefit would seem to be entirely reasonable and not in any way inconsistent with the concept of a diminished reservation.

(e) Section 1: "On the Diminished Reservation." At 45 of plaintiff's brief the following subheading appears:

> The Mellette County Act contains a phrase which renders Congress' intent regarding the future status of that portion of the Rosebud Reservation uncertain and therefore subject to the rule that doubtful expressions be resolved in favor of the Indians in statutes passed for their benefit. B.P. at 45 (emphasis as in original).

The phrase to which plaintiff refers states in simple and concise terms that:

> Provided, That any Indians to whom allotments have been made on the tract to be ceded may, in case they elect to do so before said lands are offered for sale, relinquish same and select allotments in lieu thereof on the diminished reservation . . . . Act, supra (emphasis added).

The mere fact that plaintiff has devoted approximately six full pages of its brief in an attempt to convince the court to either totally disregard, attribute a different meaning to, or subject the phrase to some ambiguity rule, is of itself indicative of the degree of importance plaintiff attaches to this phrase. It first cites Congressman Burke's statement that the "lands were being sold by the government for the benefit of the Indian" as "legislative history" and then invokes its ambiguity rule. B.P. at 46. If that isn't sufficient plaintiff then states that:

> [T]he Rosebud Sioux Tribe maintains that the diminution referred to in the act is not a territorial diminution of the reservation in the ordinary sense of the word, but rather a diminution of the reservation only in the sense that the lands sold by the United States to settlers under the act would no longer be available to the Rosebud Sioux for future allotment or as a source of income, as they would have been but for this act. B.P. at 46.

The Rosebud Sioux Tribe might maintain this distinction exists but where, in any of the contemporary Rosebud documents, is there the slightest indication that Congress could have even understood this distinction, let alone apply it in the 1910 Act? As a matter of fact, an examination of any of the documents surrounding the 1910 Act would show not only that "diminished" was not "a lone doubtful island of language" (B.P. at 51) but also that the extraordinary "meaning" plaintiff

advances is without any foundation whatsoever.

As far as the significance which plaintiff has anticipated the counties would attach to this phrase, it has simply miscalculated. In the first place, the counties would never advocate that an issue of congressional intent be disposed of by either a casual reading of an act or the presence of an "isolated word." B.P. at 46. The whole of this brief has been constructed around the concept that if the acts are construed in their proper historical perspective and in light of all the probative evidence of congressional intent that is available, a picture of a reservation diminished by a series of acts unfolds. After all, in plaintiff's words, "This action seeks declaratory judgment as to the effect of these acts, 1904, 1907, 1910, on the size of the reservation. In truth, the action asks the court to define for the parties the present boundaries of the Rosebud Indian Reservation." A.P. at 2 (emphasis added). Of course, the counties deem significant the fact that the 1910 Act, on its face and in plain language referred to the tract as being "ceded" and the reservation as being "diminished." But it is when this phrase is viewed in conjunction with the other material, such as Congressman Burke's statement of April 27, 1910:

> Mr. BURKE of South Dakota. . . . I might say, Mr. Speaker, that there are two propositions to be considered in disposing of the unallotted and unused lands on Indian Reservations. One is, at the earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, doing no good, opened up and developed into farms, and I believe that the placing through what were heretofore reservations actual settlers will have the effect of civilizing the Indians who will have allotments and also give value to these allotments which at present are of very little value . . . . 45 Cong. Rec. 5457 (1910) (emphasis added).

and House Reports No. 332, 429:

> The area comprised in the present bill is about 800,000 acres and the proceeds from the sale thereof, under the terms of the bill, will probably amount to $3,000,000. There will still be left a reservation containing about 1,000,000 acres, and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of . . . . H.R. Rep. No. 332, 61st Cong., 2nd Sess. 2 (1910); H.R. Rep. No. 429, 61st Cong., 2nd Sess. 2 (1910) (emphasis added).

that the "effect of the acts" on the "size" of the Rosebud Reservation can best be realized. This is the "effect" with which the counties are concerned and which has been preserved for the Court in the materials presented herein. What probative value that should be attached to any one phrase or provision in any of this material, is for the Court to determine.

IV. THE DOCUMENTS AND STATUTES CONCERNED WITH MELLETTE COUNTY AFTER THE PASSAGE OF THE 1910 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED AGAIN

1. Report of Commissioner of Indian Affairs, 32 (1910):

> Department of the Interior
> Office of Indian Affairs
> Washington, November 1, 1910
>
> Sir: I have the honor to transmit herewith the Seventy-ninth Annual Report of the Office of Indian Affairs covering the period July 1, 1909, to June 30, 1910 . . . .

> Rosebud, S. Dak. . . . This reservation has been diminished previously by various acts of Congress, and the act of May 30, 1910 (36 Stat., 448), authorizes the disposal of a part of this reservation lying within Mellette and Washabaugh counties . . . .
>
> Respectfully,
>
> Robert G. Valentine
> Commissioner
> (emphasis added).

2. Act of March 3, 1919, 40 Stat. 1320:

   (a) Be it enacted, etc., That the Secretary of the Interior is hereby authorized to sell and convey to the White River Cemetery Co., for cemetery purposes, for a price not less than the appraised value thereof, a 10-acre tract within the former Rosebud Indian Reservation in Mellette County, S. Dak. described as the northeast quarter of the southeast quarter of the northwest quarter of section 34, township 42 north, range 29 west, sixth principal meridian, or such part thereof as may be required: Provided, however, That the tract conveyed shall be described in terms of the legal survey, the consideration to be paid to the superintendent of the Rosebud Reservation, to be deposited in the Treasury of the United States to the credit of the Rosebud Indians (emphasis added).

   (b) S. Rep. No. 745, 65th Cong., 3rd Sess. 1-2 (1919).

H.R. 12082 was introduced for the purpose of selling 10 acres of land belonging to the Rosebud Sioux Tribe in Mellette County, South Dakota, to the White River Cemetery Company. Included in the report on the bill is a letter to Hon. Charles D. Carter, Chairman, Committee on Indian Affairs, House of Representatives, from Alexander T. Vogelsang, Acting Secretary of the Interior, June 7, 1918:

> My Dear Mr. Carter: I am in receipt of your letter of May 14, 1918, inclosing (sic) for report H.R. 12082, a bill authorizing the sale of certain lands in South Dakota for cemetery purposes, and in response thereto I have the honor to submit the following:
> The bill proposes to convey for cemetery purposes a 10 acre tract within the former Rosebud Indian Reservation in Mellette County, S. Dak., described as . . . Said land was opened to settlement and entry under the act of May 30, 1910 (36 Stat. 448) which provides that the proceeds of the sale of the lands in said former Indian reservation shall be deposited to the credit of the Indians thereof and that the disposal of the land by the United States shall be in trust for their benefit . . . (emphasis added).

Although the counties were not able to locate and compile the same amount of material for the 1910 confirmation section that was presented in the 1904 and 1907 sections, we did find two references of a later date that aptly summarized the total effect of the Rosebud legislation on the size of the Rosebud Reservation.[13] In 1940, Dr. Green described that effect as follows:

> The breakup of the Rosebud Reservation began in 1904. In that year Gregory County (about 416,000 acres) was ceded. In 1907 Tripp County, with an area about twice that of Gregory County, was transferred to the Government, and opened for settlement the following year. And on May 30, 1910, Congress confirmed an agreement for the cession of all surplus lands in Mellette and Washabaugh counties belonging to the Rosebud Sioux. These three cessions lopped off approximately three-fourths of the original Rosebud Reservation and leaves, at the present time, only the area within Todd County as a closed reservation . . . . XX STATE DEPT. OF HISTORY, SOUTH DAKOTA HISTORICAL

[13] Part of the difficulty in locating material for this section was due to the fact that the counties were unable to obtain certain volumes which would have contained additional material on Mellette County. Specifically, the counties have in mind the Rosebud Agency Reports and Public Land Decisions. To a lesser degree, this was also true in the 1904 and 1907 confirmation sections. Also See Note 8, supra.

COLLECTIONS 34 - 35 (1940). The cited source contains the Doctoral dissertation of Charles Lowell Green entitled "The Administration of the Public Domain in South Dakota" (emphasis added).

On May 28, 1959, the Assistant Secretary of the Interior, Roger Ernst, in a letter to E. Y. Berry, more succintly stated:

> . . . The boundaries of the Rosebud Indian Reservation were changed to eliminate Mellette County, and to show the diminished reservation as lying in Todd County. This is shown on the map of South Dakota published by this Department in 1918. There remained, however, within Mellette County Indian allotments which were effective and did not come within the cession and opening under the 1910 act. The ceded lands fall within not only Mellette County, but the adjoinging counties within the former boundary of the original Rosebud Indian Reservation. Letter from Roger Ernst, Asst. Secretary of the Interior to E. Y. Berry, May 28, 1959 (emphasis added).

With respect to a summary statement at this point, there is very little the counties could add to Mr. Ernst's letter.[14]

[14]The 1918 map referred to in Mr. Ernsts letter, in addition to others, will be presented to the court.

PART TWO

I. THE SEYMOUR CASE

> There will still be left a reservation containing about 1,000,000 acres [Todd County], and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of. H.R. Rep. No. 429, 61st Cong. 2d Sess. 2 (1910).

In 1910 Congress dictated that this was all that would remain of the original Rosebud Reservation, and for over 60 years Todd County has been considered to be the Rosebud Reservation. It is the position of the counties that neither Seymour v. Superintendent, 368 U.S. 351 (1962), nor the other recent decisions constitute a mandate to this court that it must disregard the intent of Congress as evidenced by the passage of these three acts. The Seymour case did not hold that all acts similar to the one construed therein were not intended by Congress to diminish reservations. On the contrary, Justice Black specifically stated that:

> In United States v. Celestine, this Court said that "when Congress has once established a reservation, all tracts included within it remain a part of the reservation until separated therefrom by Congress." We are unable to find where Congress has taken away from the Colville Indians any part of the land within the boundaries of the area which has been recognized as their reservation since 1892. 368 U.S. at 359 (emphasis added).

Implicit in the second sentence, is a situation which certainly does not describe the Rosebud materials, for not only was the Supreme Court in Seymour unable to find evidence of congressional intent to take away from the Colville Indians any part of the land within the boundaries of the 1892 Colville Reservation, but what evidence they did find indicated that Congress consistently continued to recognize the reservation boundaries as established by the 1892 act.[15]

This is simply not the case with the Rosebud materials and even the appellant in Seymour recognized the importance of such a distinction when at 11 in his brief he stated:

> Both LaPlant and Sauter dealt with the Act of May 29, 1908, 35 Stat. 460, which authorized sale and disposition of two tracts of land of the Cheyenne River and Standing Rock Reservations in South Dakota. Section 2 of that act refers to the respective reservations as "thus diminished." The reports of the Congressional committees referred to the reservations as "diminished" and "reduced" should the bill, which became the Act of May 29, 1908, become law. S. Rept. No. 439 and H. Rept. No. 1539, 60 Cong., 1st Sess. The Act of 1908, like the Colville Act of 1906, makes the United States trustee for the Indians in sale of the lands, but there is no provision or legislative history relating to the Colville Act which shows that Congress intended to change the Colville boundaries as it did the boundaries of the South Dakota reservations. Brief for Appellant at 11, Seymour v. Superintendent, 368 U.S. 351 (1962) (emphasis added).

Nothing in the Seymour opinion can be construed in such a manner to indicate that the United States Supreme Court did not or would not continue to recognize this distinction. Indeed, the counties would submit that it was for this very reason that the opinion continually referred to only the situation

[15]"That this is the proper construction of the 1908 Act finds support in subsequent congressional treatment of the reservation. Time and time again in statutes enacted since 1908, Congress has explicitly recognized the continued existence as a federal Indian reservation of this South Half or diminished Colville Indian Reservation." 368 U.S. at 356.

that the Court found to exist in the Colville materials. In addition, there is not so much as even a footnote casting doubt upon what was then the highly regarded line of cases from the Eighth Circuit and the State of South Dakota. As a matter of fact, the only reference to any case concerned with a South Dakota reservation in the entire opinion is in footnote 19, wherein Justice Black cites with approval the Eighth Circuit case of United States v. Frank Black Spotted Horse, 282 F. 349 (8th Cir. 1922). In Spotted Horse the Federal District Court of South Dakota held that Todd County "in the absence of an act of Congress opening that country to settlement, and disintegrating the reservation, remarking and changing the reservation boundaries, marking the changes, or abolishing it entirely" (282 F. at 352 [emphasis added]), was still the Rosebud Reservation and all land within it was subject to the jurisdiction of the United States.

Although Justice Black undoubtedly cited the case only for a specific reason,[16] the tenor of the whole decision was that under the then established law,[17] Todd County was the Rosebud Indian Reservation. Gregory, Tripp, Lyman and Mellette County are not even mentioned in the Frank Black Spotted Horse decision.

It would seem to the counties that Frank Black Spotted Horse would be a questionable case at best to cite with approval, if the Supreme Court intended Seymour to be construed in such a manner as to virtually destory the 50 years of South Dakota reservation case law in the Eighth Circuit.

In any event, for the Court to hold in Seymour that the Colville Act was not inconsistent with the continued existence of the reservation boundaries is one thing. The statement appearing in plaintiff's brief at 18 is quite another:

> The Court's decision, presumably made with the above historical circumstances in mind, was that the Colville Act, in opening the surplus and unallotted land on that reservation to non-Indian settlers, did not expressly disestablish or diminish the Colville Reservation, and that, because it had not do [sic] so expressly, it had not done so at all. B.P. at 18 (emphasis as in original).

Not even the recent decisions have gone so far as to cite Seymour for this proposition, let alone state it as the "decision" of the Court. The counties note that although the Seymour opinion did use the word "expressly" in two instances, the first was not even related to plaintiff's statement:

> This Act did not, however, purport to affect the status of the remaining part of the reservation, since known as the "South Half" or the "diminished Colville Indian Reservation," but instead expressly reaffirmed that this South Half was "still reserved by the Government for their "(the Colville Indians') use and occupancy." 368 U.S. at 354.

In the second, Justice Black was merely noting the difference between the 1906 and 1892 Act when he stated:

> Nowhere in the 1906 Act is there to be found any language similar to that in the 1892 Act expressly vacating the South Half of the reservation and restoring that land to the public domain. 368 U.S. at 355.

Had Justice Black thought it necessary to state the holding in a manner even approaching the force of

[16] The Frank Black Spotted Horse opinion rejected the "checkerboard" concept of criminal jurisdiction within Todd County.

[17] United States v. LaPlant, 200 F. 92 (D.S.D. 1911).

plaintiff's statement, he was certainly capable of doing so.[18]

II. THE RECENT DECISIONS AND PLAINTIFF'S "BUNDLE OF RIGHTS" ARGUMENT

The counties would also submit that none of the recent decisions can be argued to stand for the proposition that this court must disregard the intent of Congress as evidenced by the passage of the three specific acts presented herein. The Rosebud Reservation is a reservation separate and distinct from all other reservations, and each act which this court must construe affected only the Rosebud Reservation.

Secondly, it is the counties' position that this court is the first court to have the opportunity of deciding the issue in its proper historical perspective and in light of the legislative history available--for three very important reasons.

1. Because the Rosebud Reservation was the first reservation to which Congress applied its new policy in the specific form of the 1904 Act, the legislative and historical materials are more detailed than the materials surrounding the later acts which have been construed in the recent decisions.
2. Because the Rosebud Reservation was the target of three separate acts, and these separate acts are all the subject of one declaratory judgment action, this court has the unique opportunity of viewing the acts both retrospectively and prospectively.
3. Because at the time the recent decisions were made, not one of the courts involved was presented with either the legislative and historical origins of this particular form of reservation legislation or the legislative history of the particular act under consideration.[19]

The counties would submit that both Courts in the New Town[20] case, as a direct result of not having any one of these three distinct advantages, found themselves in the very difficult position of having to construe an act of Congress over 50 years old without the aid of legislative or historical material. In this position they could not discern any appreciable difference between the act before them and the one construed in the Seymour case and went with Seymour--and justifiably so. The same situation was presented immediately thereafter in United States ex rel. Condon v. Erickson, 344 F. Supp. 777 (D.S.D., 1972), and State v. Molash, --S.D.--, 199 N.W. 2d 591 (1972), and in view of

[18] In City of New Town v. United States, 454 F. 2d 121 (8th Cir. 1972), Seymour was cited for the proposition that "the opening of an Indian reservation for settlement by homesteading is not inconsistent with its continued existence as a reservation." 454 F. 2d at 125. Similarly, New Town cited Menominee Tribe of Indians v. United States, 391 U.S. 404 (1968), for the proposition that "the purpose to abrogate treaty rights of Indians is not to be lightly imputed to Congress." 454 F. 2d at 125. Early in plaintiff's brief it recognized and cited the rule correctly, but by page 43 it evidently preferred its own version: "the general principal that Indian treaty rights will be abrogated only by unequivocal Congressional language." B.P. at 43. Plaintiff's version of the case itself is set forth at xi, xii:

> The clearest example of this concept [bundle of rights] appears in Menominee Tribe v. United States, supra. When the Menominee Reservation was originally established, the Indians received a bundle of rights, including not only the right to occupy the land but also the right to hunt and fish freely. By the Menominee Indian Termination Act of 1954, 25 U.S.C. Section 891 - 902, the entire Menominee Reservation was disestablished and destroyed. Nevertheless, the United States Supreme Court held that although nothing at all was left of the reservation lands after the termination act, at least one of the original rights in the bundle of rights was not destoryed [sic] by the act. That Court failed to find any Congressional intent to end the tribal rights to hunt and fish as originally granted. B.P. at xi - xii.

The counties would call to the Courts attention the rather atypical situation with which the Supreme Court was presented in Menominee. The ratio decidendi of the case centered around the fact that the termination act, although passed in 1954, did not become fully effective until 1961. In the interim, Public Law 280, also passed in 1954, did become effective and specifically reserved hunting, trapping and fishing rights to the Menominee Tribe. Hence, the Supreme Court held the Termination Act did not destroy those rights. This Court must read the Menominee opinion to fully appreciate the disparity.

[19] This discussion is limited to those decisions discussed in 18 S.D. L. Rev. 85, 122 - 128 (1973).

[20] City of New Town v. United States, Civ. No. 1038 (D.N.D. January 26, 1971); City of New Town v. United States, 454 F. 2d 121 (8th Cir. 1972).

Seymour and New Town, the same result followed. Now, plaintiff is asking this court in view of Seymour, New Town, Condon and Molash to follow through--and his brief would have left this court in the same position.[21]

Irrespective of whether or not the construction of the acts in the New Town, Condon and Molash cases actually conformed with the intent of Congress, this type of case law can only be of questionable value. In the first place, if the decisions are incorrect, the counties are at a distinct disadvantage which did not arise as a result of having the merits of an issue previously decided against them. In the second place, and most importantly, the materials set forth and theories enunicated in the opinions could still be detrimental even in light of the obvious merit of the counties' position. The plaintiff's "bundle of rights" theory is a perfect example (B.P. at x, xi, xii, 42, 43, 50) and one relied upon heavily by the Court of Appeals in New Town.

The cornerstone of this argument is the "nothing in this act shall be construed to deprive the said Indians of the [x] Reservation of any benefits to which they are entitled under existing treaties or agreements not inconsistent with the provision of this act" provision appearing in all of the homestead acts recently construed. In its polished form the entire argument procedes along these lines:

> Here the 1891 boundaries of the Fort Berthold Reservation were established as a result of Congressional ratification of an 1886 Agreement with the Indians. The right to have the reservation boundaries remain undiminished carries with it many important subsidiary rights, among them the right for unemancipated Indians to be subject only to federal and tribal jurisdiction. The 1910 Act specifically recognized that the opening of the reservation for homesteading was not intended to deprive the Indians of any rights not inconsistent with the Act, and as Seymour establishes, homesteading is not inconsistent with the maintenance of the original reservation boundaries. The 1910 Act clearly by its own terms does not purport to alter the reservation boundaries. City of New Town v. United States, 454 F. 2d at 125 (emphasis added).

This is a truly ingenious argument in that the court does not even have to look at anything other than the "preservation of rights" provision! Indeed, plaintiff even goes so far as to conclude that the "preservation of rights clause in Section 11 [1910 Act] would offer its own basis for finding an undiminished reservation" (B.P. at 51)--irrespective of the fact the 1910 Act on its face referred to the reservation "diminished." But what are the merits of this argument if the Court has an opportunity to look at something beyond the face of the act. In the Rosebud situation it need go no further than the House Report on the 1910 Act: "There will still be left a reservation containing about 1,000,000 acres, and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of." H.R. Rep. No. 429, 61st Cong., 2d Sess. 2 (1910). Certainly this would at least arouse the Court's curiosity as to the validity of plaintiff's position. Perhaps the Court would then look at the debates on the bill and notice the "placing through what were heretofore reservations actual settlers" comment appearing therein. 45 Cong. Rec. 5457 (1910). A Bundle of Rights in a heretofore reservation? At some point the Court would probably conclude that the only reason for the provision in the act was to guarantee a continuation of benefits to the Indians on that part of the reservation that would remain intact, or in other words to guarantee all benefits not inconsistent with the provisions of the act--precisely what the provision stated.

[21] Perhaps in an even more difficult position, for a "little" selected legislative history can be just as dangerous as the proverbial cliche about a "little knowledge."

To arrive at this conclusion one need not have even noticed that the provision appeared word for word in Article V of the original 1901 lump-sum cession agreement which even plaintiff concedes would have diminished the reservation.[22] A "right" to a secure reservation with a fixed boundary in a lump-sum cession agreement to cede part of that reservation would be a tenuous benefit at best and, therefore, the "bundle" argument in effect eventually destroys itself.

Even so, the counties are nevertheless somewhat perplexed at the transition from "benefit" to "right" and completely missed it until recently. It would appear that the court in New Town also missed this transition:

> The 1910 Act specifically recognized that the opening of the reservation for homesteading was not intended to deprive the Indians of any rights not inconsistent with the act. 454 F. 2d at 125 (emphasis added).

The Fort Berthold provision contained "benefits" and the term "rights" does not appear anywhere within the Fort Berthold Act.

Plaintiff makes this same transition, although it uses "rights":

> Preservation of Indian rights
> Of the six acts noted above, all but the Seymour Act contain a crucial clause guaranteeing the preservation of Indian rights . . . . Finally, Section 11 of the Mellette County Act provides that nothing in the Act shall be construed to deprive the Indians of any treaty right unless 'inconsistent with the provision of this act.' B.P. at 41, 50 (emphasis added).,

interchangeably with "benefits" or "prime benefits" throughout its brief. B.P. at 42. The terms "right" or "rights" do not appear anywhere within the text of the entire Mellette County Act. If this clause is such a crucial clause in plaintiff's argument, the counties submit that the terminology chosen by Congress should not be substituted with terminology chosen by plaintiff. Benefits under existing treaties are one thing--rights to a secure reservation are quite another.[23]

III. THE RECENT DECISIONS AND PLAINTIFF'S "AMBIGUITY" RULE

When the Rosebud materials present problems that are somewhat difficult to explain in a manner consistent with plaintiff's argument, these problems are dealt with in one of the three following ways throughout plaintiff's brief. Either:

1. Congress was incompetent, ambivalent or confused and should therefore be excused (B.P. at 29, 30, 31, 45), or
2. The plaintiff's selected legislative and historical materials "dispels the confusion" (B.P. at 31, 46, 48), or
3. At some point, although it is not always clear where, plaintiff's "presumption in favor of the preservation of Indian rights in doubtful cases" or "doubtful expressions are to be resolved in favor of the Indians" rule emerges and saves the day. B.P. at 8, 9, 25, 31, 45, 46, 47, 51.

[22] Article V of the original 1901 lump-sum cession agreement is the Article V of the 1904 Act. Congress enclosed it in quotation marks--i.e. "Article V . . . ." So the 1904 Act states "not inconsistent with this agreement", while the 1907 and 1910 Acts state "not inconsistent with this act." The origin of this provision can be traced into the 1800's.

[23] The only "benefits" mentioned in the Rosebud materials were along the line of rations, cattle, allotments, etc.

As to the first proposition--the counties think that this Court is quite capable of passing on the competency of Congress without any assistance from either the counties or the plaintiff.

As for the second proposition, enough has already been said about the merits of that material.

But the third proposition is an entirely different matter. Initially, it is interesting to note that neither the Seymour nor the recent opinions have even as much as mentioned this so-called rule, much less relied upon it. See Note 19, supra. Indeed, plaintiff even admits this in a round-about way when it states "that the Eighth Circuit Court of Appeals has suggested the first, second, and fourth" of its four principles. B.P. at 4. Nevertheless, plaintiff still maintains that "This court must consider four principles in determining whether the situs of an offense is 'Indian Country' for jurisdictional purposes." B.P. at 4 (emphasis added). The counties would submit that some sort of indicia as to the merits of the third principle in this mandate can be gleaned from the fact that it is rather conspicuously absent in all of the aforementioned opinions.

Secondly, the counties are somewhat confused at what point this court "must" invoke this so-called presumption, principle or rule. If plaintiff is saying that this Court cannot look at the legislative reports and history of the acts if it cannot resolve the issue with certainty from the face of the act; that this Court would at that point have to resolve the entire issue in the Indian's favor--the counties would have to strenuously object. Even plaintiff could not possibly piece together enough material to support such a presumption. The Seymour and recent opinions indicate that those courts at least considered everything that was even presented in the briefs in an attempt to construe the acts consistent with the intent of Congress.[24] In addition, both the majority and dissenting opinions in Menominee, which the counties have already suggested the Court examine for another purpose, (See Note 18, supra), are replete with citations to the Senate and House Documents, and the Congressional Record. The majority opinion even stated that "This construction is in accord with the overall legislative plan" (391 U.S. at 412), and their conclusion:

> buttressed by the remarks of the legislator chiefly responsible for guiding the Termination Act to enactment, Senator Watkins, who stated upon the occasion of the signing of the bill that it 'in no way violates any treaty obligation with this tribe.' 391 U.S. at 413 (emphasis added).

The dissenting opinion stated:

> The statute is plain on its face: after termination the Menominees are fully subject to state law just as other citizens are, and no exception is made for hunting and fishing laws. Nor does the legislative history contain any indication that Congress intended to say anything other than what the unqualified words of the statute express. 391 at 415 (Stewart, J., with whom Justice Black joined, dissenting) (emphasis added).

Again, the Supreme Court does not even mention plaintiff's so-called presumption, principle or rule in favor of the preservation of Indian rights in doubtful cases.

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[24] See, 18 S.D. L. Rev. 86, 122 - 126 (1973). At 127 therein (Note 156) it was stated that at the time of publication the authors were unable to procure the briefs submitted in the Seymour case. The counties have examined these briefs and they do not contain any legislative history of the Colville Act as such, or of the origins of the particular form of homestead act construed therein, although certain House and Senate documents of a later date are discussed in detail and appended in the appellant's brief. In short, the briefs were quite similar to the briefs submitted in the recent decisions.

Even the counties do not really think that plaintiff would actually maintain that this Court must automatically resolve the entire issue in the Indians' favor if the Court does not think it can resolve the issue with certainty from the face of the act. However, because we have not been able to determine with any degree of certainty exactly what plaintiff's position is on this point, we have had to discuss this possibility. For example: "The legislative history dispels the confusion on this point. In addition, this ambivalence renders the above language of the act subject to the rule . . . " B.P. at 31. Exactly when one can or cannot use legislative history or when this ambiguity rule is to be invoked, simply cannot be determined from this or any part of plaintiff's brief.

If there is such a rule that has any applicability to questions of the nature with which this Court has been presented, the counties would submit that it should only be considered after the Court has examined the legislative history and other materials in an attempt to clarify what, if any, doubts the Court might have of resolving the issue from the face of the act. In this respect, the counties have the utmost confidence that the Rosebud materials will more than merely clarify the situation.

Nothing in the foregoing discussion is intended to imply that the counties are denying the existence of some type of rule that permits certain aspects of Indian treaties to be construed in a light most favorable to the Indians. Rather, the counties would urge the court to examine COHEN, HANDBOOK OF INDIAN LAW at 37, 38 and the governments edition, FEDERAL INDIAN LAW, at 147-148,[25] so that the rules stated therein can be viewed in their proper perspective. Then, and only then, can the rather conspicuous absence of such rules in the Seymour and recent opinions, be readily understood. For it is one thing to speak in terms of a "presumption in favor of the preservation of Indian rights in doubtful cases", and it is quite another to state that:

> An accepted rule in the interpretation of Indian treaties is that ambiguities are resolved in favor of the Indians. This rule is qualified by another rule, heretofore noted, that Indian treaties are to be construed according to their tenor and their terms are not to be varied by judicial construction in order to avoid alleged injustices. In other words, while an Indian treaty is to be construed so as to carry out the obligation of the Government in accordance with the fair understanding of the Indians, a court cannot, under the guise of interpretation create authority where none exists or rewrite congressional acts so as to make them mean something they obviously are not intended to mean . . . .
> [T]he courts have indicated that they will not judicially dispense with the conditions or requirements of the treaties upon any notion of equity or general convenience or substantial justice. Justice Harlan, in the case of United States v. Choctaw Nations, said:
>
> > But in no case has it been adjudged that the courts could by mere interpretation or in deference to its view as to what was right under all the circumstances, incorporate into an Indian treaty something that was inconsistent with

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[25] Originally published in 1940, FELIX COHEN'S HANDBOOK OF FEDERAL INDIAN LAW was the first modern definative compilation on the subject. In 1958, the Department of the Interior revised and brought the work up to date in a new publication, FEDERAL INDIAN LAW. Presumably, Mr. Cohen's views were not objective in the original edition (too much in favor of the Indian's position) and the Department of the Interior desired to rectify the situation with its revised edition. Certain individuals were offended and felt the views presented in the revised edition were not objective either (too much against the Indian's position) and the original edition has since been reprinted with a very poignant introduction chastising the Department of the Interior.

Irrespective of the merits of this controversy, the battle is illustrative of the dangers inherent in accepting at face value any of the later source materials, purporting to deal with the intent of Congress in the field of Indian legislation. This point has already been alluded to in Note 1, supra, as the reason the counties have preferred to rely upon the original documents. In addition, the area of Indian jurisdiction and reservation boundaries was not, as Justice Black pointed out in the Seymour opinion, Felix Cohen's forte.

Therefore, the counties are not concerned with the materials in either treatise that might be inconsistent with the position taken in this brief--unless they can be supported in the Congressional materials of the period with which we are concerned. Specific reference is made to much of Mr. Smith's law review article which finds its origins in and builds upon some of the materials and views presented in these works; a position which has been, until recently, systematically rejected by the courts presented with questions about the size of Indian Reservations in North and South Dakota.

> the clear import of its words. It has never been held that the obvious, palpable meaning of the words of an Indian treaty may be disregarded because, in the opinion of the court, that meaning may in a particular transaction work what it would regard as injustice to the Indians. That would be an intrusion upon the domain committed by the Constitution to the political departments of the Government. Congress did not intend, when passing the act under which this litigation was inaugurated, to invest the Court of Claims or this court with authority to determine whether the United States had, in its treaty with the Indians, violated the principles of fair dealing. *** FEDERAL INDIAN LAW, ch. 2, at 145, 146 (1958),

and

> A somewhat different, although related, rule of treaty interpretation is to the effect that, since the wording in treaties was designed to be understood by the Indians, who often could not read and were not learned in the technical language, doubtful clauses are resolved in a non technical way as the Indians would have understood the language .... Although an interpretation of a treaty should be made in the light of conditions existing when the treaty was executed, as often indicated by its history before and after its making, the exact situation which caused the inclusion of a provision is often difficult to ascertain. New conditions may arise which could not be anticipated by the signatories to a treaty. A practical administrative construction of a treaty which has long been acquiesced in by Congressional inaction is usually followed by the courts. Cohen, HANDBOOK ON FEDERAL INDIAN LAW, ch. 3, Section 2 at 37, 38 (1942) (emphasis added).

Indeed, some of the material presented therein would seem to effectively preclude plaintiff from attempting to attribute a meaning to "diminished" distinct from the sense in which it would "naturally be understood by the Indians." See. B.P. at 46, 48, 50. The complete lack of authority for this point is discussed at 39-40, supra.

IV. THE RECENT DECISIONS AND PLAINTIFF'S "PREPOSITION" ARGUMENT[26]

To fully appreciate the extent of plaintiff's reliance on the "preposition" argument, one need only refer to those sections of its brief wherein this argument is used not only to support the statement that "the three acts repeatedly refer to the Rosebud Reservation in a manner which makes it clear that the intention of Congress was that the Rosebud Reservation should continue to exist as such" but also to support the proposition that "at least two presidents have interpreted the three acts not to have diminished the Rosebud Reservation." B.P. at 24, 44, 45 (emphasis as in original). The counties will discuss the different phases of this argument under the following subheadings:

A. THE ACTS

This phase of the preposition argument has its genesis in footnote 11 of the Seymour opinion wherein four sections of the Colville Act were cited for the proposition that the Colville act repeatedly referred to the Colville Reservation "in a manner" that indicated that Congress intended that the Colville Reservation continue to exist as such. 368 U.S. at 355. Justice Black did not specifically refer to any phrase within these sections nor did the opinion explain what was meant by "in a manner." Plaintiff has presumed that the Court was referring to phrases within those sections such as "on said reserva-

[26] The introduction to this argument and its inapplicability to the Gregory County materials is discussed at 20-21, supra. The material therein should be read in conjunction with the material set forth in this section.

tion" and has therefore extracted similar phrases from each and every section of the three acts. Although the counties cannot determine precisely what Justice Black meant, perhaps he thought the sections in some way referred to the continuing existence of a reservation which the state was maintaining would no longer exist at all.

In any event, the counties fail to see how the references cited by plaintiff support the proposition that "the three acts repeatedly refer to the Rosebud Reservation in a manner which makes it clear that the intention of Congress was that the Rosebud Reservation should continue to exist as such." B.P. at 45 (emphasis as in original). For example, plaintiff cites "of the said Rosebud Reservation" from Section 2 of the Mellette County Act. B.P. at 44. That section states in part:

> Provided, That prior to said proclamation the allotments within the portion of the said Rosebud Reservation to be disposed of as prescribed herein shall have been completed .... Act, supra, Section 2.

The counties would submit that this, or any other reference to the countinuing existence of the Rosebud Reservation in the three acts, is not probative of the issue to be decided in this case for the simple reason that the counties are not, as was the case in Seymour, maintaining that the entire reservation would cease to exist.

Not one word of explanation of plaintiff's rationale appears in its brief other than: "Therefore, since the United States Supreme Court cites the above language of the Seymour Act in support of the proposition that . . . then the nearly identical language in the three acts must support with equal force that ...." B.P. at 45 (emphasis added). Why? Unless the mere fact that the Colville Act contained the phrase "of the said reservation" and the Mellette County Act also contains the phrase "of the said reservation" is supposed to be probative of something, the counties sincerely fail to see how this in any way supports the proposition that the acts "repeatedly refer to the Rosebud Reservation in a manner which makes it clear that the intention of Congress was that the Rosebud Reservation should continue to exist as such." B.P. at 45.[27]

Evidently the courts in the recent cases of New Town, Molash and Condon have not considered similar phrases appearing in those acts probative of the diminution issue either. None of the opinions even mentions them.

B. THE PROCLAMATIONS

Nor can the counties agree that the Presidential Proclamations indicate "at least two Presidents have interpreted the three acts not to have diminished the Rosebud Reservation." B.P. at 24 (emphasis added).

1. 1904 Proclamation--Although plaintiff actually concedes that from the language therein "one might infer that Roosevelt did contemplate a diminished Rosebud Reservation" (B.P. at 25), its statement remains "two presidents have interpreted the three acts not to have diminished the Rosebud Reservation." B.P. at 24 (emphasis added). How plaintiff eventually arrived back at the three ac-

[27] The Gregory County Act propositions do not even have this dubious distinction for they, as stated at 20-21, supra are all from Article IV of the 1904 Act, which is the Article IV of the original 1901 lump-sum cession agreement.

figure is illustrative of the rather tenuous nature of many of plaintiff's arguments. In essense it states: that Roosevelt nearly duplicated the language Congress used in the 1904 Act; that the 1904 Act is ambiguous and is subject to its "ambiguity" rule; and that therefore President Roosevelt's 1904 Proclamation should be equally subject to this rule. Hence, from two acts back to three acts! B.P. at 25. The counties would submit that the use of this type of analysis to support a statement that the 1904 Proclamation indicates President Roosevelt interpreted the 1904 Act not to have diminished the Rosebud Reservation is, at best, questionable.

2. 1907 Proclamation--The only support for plaintiff's statement in this instance is the "of" in the first paragraph of the 1907 Proclamation:

> Whereas by the Act approved March 2, 1907 (34 Stat., 1230), the Congress directed that all that part of the Rosebud Indian Reservation lying south of the Big White river, and east of Range 25 west, of the Sixth Principal Meridian, except all Sections 16 and 36, which were granted to the state of South Dakota, and excepting also such parts thereof as have been or shall hereafter be either allotted to Indians, selected by said state, or reserved for townsite purposes, be disposed of under the general provisions of the homestead laws of the United States, and be opened to settlement, entry and occupation only in such manner as the President might prescribe by proclamation;
>
> Now, therefore, I, Theodore Roosevelt, President of the United States, by virtue of the power and authority vested in me by said Act of Congress, do hereby prescribe, proclaim and make known . . . . Act of August 24, 1908, 35 Stat. 2203 (emphasis added).

In the first place, the counties would submit that a singular unexplained "of" hardly supports an unequivocal statement that the Proclamation indicated that President Roosevelt interpreted the 1907 Act not to have diminished the Rosebud Reservation--and this "of" is not even of that status (i.e. unexplained). The source of the "of", as well as most of the entire paragraph, is exactly where plaintiff surmised President Roosevelt extracted his bad 1904 Proclamation language from: the act itself.

> Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior be, and he is hereby, authorized and directed, as hereinafter provided, to sell or dispose of all that portion of the Rosebud Indian Reservation in South Dakota lying south of the Big White River and east of range twenty-five west of the sixth principal meridian, except such portions thereof as have been, or may hereafter be, allotted to Indians:
> Provided, That sections sixteen and thirty-six of the lands in each township shall not be disposed of, but shall be reserved for the use of the common schools and paid for by the United States at two dollars and fifty cents per acre, and the same are hereby granted to the State of South Dakota for such purpose.
>
> Sec. 2. That the land shall be disposed of by proclamation, under the general provisions of the homestead and town-site laws of the United States, and shall be opened to settlement and entry by proclamation of the President . . . . Act of March 2, 1907, 34 Stat. 1230 (emphasis added).

Until the counties noticed plaintiff's explanation of the source of the phraseology in the 1904 Proclamation, they were admittedly somewhat concerned, not so much with the 1907 Proclamation,[28] as with the 1910 Proclamation. The explanation that the acts, which would of course refer to land to be disposed of as "within" or "a part of" the Rosebud Reservation, were the source of the phraseology appearing in the Proclamations, was indeed welcome.

[28] The relation between the "preposition" argument and the "open" terminology is discussed at 54-58, infra.

3. 1910 Proclamation--Again, the only support for plaintiff's statement is a singular preposition, in this instance "within", appearing in the 1910 Proclamation:

> I, WILLIAM H. TAFT, President of the United States of America, by virtue of the power and authority vested in me by the Acts of Congress approved May 27, 1910 (36 Stat. 440), and May 30, 1910 (36 Stat., 448), do hereby prescribe, proclaim and make known that all the non-mineral, unallotted, unreserved lands within the Pine Ridge and Rosebud Reservations in the State of South Dakota, which have been classified under said Acts of Congress into agricultural land of the first class, agricultural land of the second class, and grazing land shall be disposed of under the general provisions of the homestead laws of the United States and of said Acts of Congress, and be opened to settlement and entry, and be settled upon, occupied and entered in the following manner, and not otherwise: . . . Act of June 29, 1911, 37 Stat. 1691 . . . (emphasis added).

As in the 1907 Act, the counties would submit that this singular "within" hardly supports an unequivocal statement that the Proclamation indicated President Roosevelt interpreted the 1907 Act not to have diminished the Rosebud Reservation. Although the precise source of the "within" cannot be fixed as conclusively as was the "of" in the 1907 Proclamation, perhaps because of the dual nature of this particular proclamation, the 1910 Act does contain a number of "withins". In any event this whole process of building upon a singular preposition in a proclamation to support the statement that the Proclamation indicated that the President interpreted the act not to have diminished the reservation; and from there to the main title that "Those chiefly responsible for the administration of the three acts do not regard the three acts as having diminished the Rosebud Reservation", is illustrative of the quantity and quality of the material upon which plaintiff relies and upon which the courts recently construing other homestead acts have had to rely. B.P. at 24.[29]

C. THE LATER MATERIALS

But for this reliance, as evidenced by footnotes 8 and 9 in the New Town opinion (454 F.2d at 125,126), the counties would not have indulged in picking these materials apart in an attempt to explain each and every preposition. Indeed, if we had to rely solely on this process and thereby necessarily disregard the tenor of the whole transaction, we would eventually come to a situation like that on page 1853 of the Congressional Record where the following title and remarks appear:

> Extension of time to Homestead Settlers on Rosebud Reservation, S. Dak., etc.
>
> Mr. MARSHALL. Mr. Speaker, I ask unanimous consent for the present consideration of the bill which I send to the desk.
> The SPEAKER. The gentleman asks unanimous consent for the present consideration of the bill the title of which the Clerk will report.
> The Clerk read as follows:
> A bill (s. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation with the limits of Gregory County, S. Dak . . .

[29] The only other material plaintiff could muster to support this statement was (1) the mere fact that in 1934 the Secretary of the Interior approved the Tribes constitution--"The Secretary of the Interior has interpreted the three acts as not having diminished the Rosebud Reservation." (B.P. at 25, 26) and (2) that in 1972, the Field Solicitor of the Bureau of Indian Affairs, Aberdeen, South Dakota, issued a memorandum consonant with plaintiff's views (B.P. at 26, 27). Hence, "Those chiefly responsible for the administration of the three acts do not regard the three acts as having diminished the Rosebud Reservation" (B.P. at 24). The counties would submit that these are not exactly the type of administrative interpretations that are entitled to great weight, to say the least. The Department of the Interior's position in this respect is made quite clear in the documents written before and immediately after the passage of the three acts. See 11-12, 14, 19-20, 23, 24, 25, 26-32, 34-36, 36, 37-38, 40-42, 56, supra and infra.

> Mr. UNDERWOOD. Mr. Speaker, reserving the right to object, I would like to ask the gentleman as to whether this bill increases the size of the homestead?
> Mr. MARSHALL. No, sir; it does not. This bill simply gives to the settlers on the . . . Rosebud Reservations, which were opened by proclamation last fall, an extension of time of about sixty days, until May 1, to move on their lands and make improvements.
> Mr. UNDERWOOD. It does not increase the size of the homestead?
> Mr. MARSHALL. Not the slightest . . . . 39 Cong. Rec. 1853 (1905) (emphasis added).

The counties would then be at a loss for an exact explanation as such for Congressman Marshall's indiscriminate use of the preposition "on" and hence doomed to defeat. However, in light of the plain language of this statute, the House Report, the Senate Report, the title and remarks of Senator Gamble in the Congressional Record, and the information in the Interior documents,[30] the counties would still submit that, in its entirety, the judiciary could not expect a more relevant, consistent, clear, immediate, and unequivocal congressional confirmation that the 1905 "extension" statute and peripheral materials concerned therewith.[31]

The counties would also submit, that to view such prepositions in any other manner, and then either raise them to the status of an ambiguity and resolve the entire issue contrary to counties' position, or even worse, consider such prepositions as evidence of a congressional intent present in 1904 not to diminish the reservation, would be to completely nullify that effect which Congress considered an almost obvious corollary of the act itself.

The final aspect of the preposition argument remaining to be discussed is its use in conjunction with "opened" reservation terminology. At 13-14, supra, the counties have already discussed the fallacious nature of the mystical equation of this terminology with the trustee-homestead provision which supposedly "opened" a reservation without diminishing the size or boundary of that reservation. The combination of the two are illustrated in the following hypothetical 1905 statute:

> Chap. 178. An Act for the sale of isolated tracts in the former Rosebud Reservation.
>
> Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that the provisions of Section 1000 of the Revised Statutes of the United States as amended by the Act of May 31, 1904, relating to the sale at public auction of isolated tracts of the public domain, be, and the same are hereby extended and made applicable to lands within the portion of the Rosebud Indian Reservation, South Dakota, opened under the Act of April 23, 1904 . . . (emphasis added).

It is to be noted that the last part of the statute does not say "to lands [now] within the portion of the Rosebud Indian Reservation, South Dakota, opened under the Act of April 23, 1904" nor does it say "to lands [formerly] within the portion of the Rosebud Indian Reservation, South Dakota, opened under the Act of April 23, 1904." In fact, the counties would submit that the sentence is merely a

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[30] These materials are set forth at 18-19, supra.

[31] The counties would call to the court's attention the manner in which the subheadings in the Congressional Record correspond to the remarks of the Senators and Representatives. In this instance, Marshall refers to settlers on the Rosebud and the subheading in the Congressional Record refers to settlers on the Rosebud. Senator Gamble, however, more explicitly refers to the extension of time which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation and the title in the Congressional Record merely states "Extension of time to Homestead Settlers." See 18-19, supra.

statement of the issue to be decided, i.e. whether the lands within the portion of the reservation, opened under the Act of April 23, 1904, are now within the reservation. In this context the "within" is meaningless and to equate "opened" with either diminished or non-diminished would be a classical example of begging the question. If this is so, how can the "within" in the body of the statute be said to be inconsistent with the "former" in the title and thereby render the statute inconsistent within itself?

Yet, this is precisely the case in footnote 9 of the New Town opinion, wherein the following example was cited for the proposition that the "later" statutes are "not always consistent, even within themselves":

> 9. For example, the Act of May 10, 1920, 41 Stat. 595, was entitled "An Act for the sale of isolated tracts in the former Fort Berthold Indian Reservation, North Dakota (emphasis added). However, the body of the statute referred to "lands within the portion of the Fort Berthold Indian Reservation, North Dakota, opened under the Act of June 1, 1910" (emphasis added). These lands were located through areas A and B. 454 F. 2d at 125, 126 (emphasis as in original).

The Rosebud hypothetical is of precisely the same text as the statute cited by the Court of Appeals. The only reason for its inclusion in this brief is to point out how the preposition argument in combination with the "opened" terminology, could lead one to find inconsistencies where none exist and thereby disregard whatever probative value a latter statute referring to a "former" reservation might have.

As to the later statutes which are truly inconsistent within themselves or, for that matter, any later reference where the lands in question are still being referred to as "within" or "on" or "in" the reservation, the counties would submit that this is a direct result of the titles and sections of the original acts themselves, referring to the lands in this manner. For example, the 1907 Act entitled "Act to open to settlement surplus or unallotted lands in the Rosebud Indian Reservation" (emphasis added) or the 1910 Act entitled "Act to authorize the sale and disposition of a portion of the surplus and unallotted lands in Mellette and Washabaugh counties in the Rosebud Indian Reservation." The other prepositions are scattered at random throughout the entire text of the three acts.

For any person drafting legislation or commenting upon the original act to refer to the phrases appearing in the original act, would certainly seem to be just as plausible as the alternative: That the entire Congress and just about everybody else concerned was so incompetent that they could not refer to a piece of legislation or draft a two-sentence bill concerned therewith without the same being either "internally inconsistent" or inconsistent with other similar legislation or remarks they had made the previous day.

V. THE STATUS OF THE OPENED ROSEBUD LANDS

There are two related aspects of plaintiff's position on this issue which merit some extended discussion.

A. INDIAN TITLE

Using the somewhat questionable phrase "Indian title" to describe a beneficial interest which it

maintains the Indians retained in the opened lands until they were disposed of, plaintiff states that "surely the prospect of lingering Indian title is incompatible with the notion of a diminished reservation." B.P. at 40. Along these same lines at 47 it reiterates:

> These surplus lands and unallotted lands in Mellette County did not become part of the public domain because the Rosebud Sioux retained an equitable interest in those lands until and unless the entryman perfected his entry. B.P. at 47.

The case of Ash Sheep Co. v. United States, 252 U.S. 159 (1920), cited by plaintiff that "made this distinction clear" (B.P. at 47) was not concerned with the Rosebud Reservation or even the issue with which this court is presented. The case itself has not been cited in or relied upon by either Seymour or the recent decisions. Nevertheless, plaintiff still maintains the Rosebud Sioux retained an equitable interest in these opened lands.

It is the counties' position that Congress intended the three acts to extinguish all "Indian title" to the extent that the only interest that remained was the right, as provided in the act, to the proceeds as the lands were disposed of. The 1912 Report of the Commissioner of Indian Affairs not only conclusively supports this position, but also reveals the source of some of the confusion in this particular area:

> Under various acts passed by Congress within recent years certain lands ceded by the Indians to the United States are open to settlement and entry, and the Government endeavors to dispose of them at their appraised value for the benefit of the Indians.
>
> Nearly all of such acts contain a clause practically identical with the following:
>
> That nothing in this act shall in any manner bind the United States to purchase any portion of the lands herein described, * * * or to dispose of said land except as provided herein, or to guarantee to find purchasers for said lands or any portion thereof, it being the intention of this act that the United States shall act as trustee for said Indians to dispose of the said lands, and to expend and pay over the proceeds received from the sale thereof only as received and as herein provided.
>
> It has been the practice to consider such lands under the jurisdiction and supervision of the General Land Office from the passage of the act, and the Indians' title thereto extinguished. On this theory the public at large has come to consider said lands a part of the public domain, and the lands have therefore been used indiscriminately by various interests, principally for grazing purposes, without compensation to the Indians.
>
> By departmental decision of November 27, 1911, it was held in effect that the Indians' title to such lands is not extinguished until date of entry, settlement, or sale, and the Indians are entitled to their use, or to any revenue that may be derived from their use by others, pending date of settlement, sale, or entry. Report of the Commissioner of Indian Affairs, 51 (1912).

As the report indicated, until 1912 it had been the practice to consider the Indians' title extinguished from the date the act was passed. In this respect the lands were considered a part of the public domain and therefore under the jurisdiction and supervision of the General Land Office. By departmental decision of November 27, 1911, however, the department, not Congress, decided to affect a procedural change in order to compensate the Indians for the use of the lands pending date of settlement, sale or entry.

In the first place, it should be noted that the effect of the three acts on the status of the land (the extinguishment of Indian title) remained unaffected by this departmental policy, as the acts themselves were in essence the final word from Congress on this point. Also, an examination of the Rosebud

materials presented elsewhere in this brief shows that time and time again, the members of Congress, the Department of the Interior, and the Commissioner of Indian Affairs, all attributed this extinguishing effect to the three Rosebud acts.

Secondly, the prospect of a lingering "Indian title" of the nature referred to in the above report, and which lasted only until the lands were disposed of, would not necessarily be inconsistent with the notion of diminished reservation.

B. PUBLIC DOMAIN

Throughout plaintiff's brief various other indirect and direct references are made to the concept of public domain. At one point, plaintiff notes that "Congress is certainly capable of making its intent clear to disestablish a reservation and restore it to the public domain." B.P. at 43. Later on the same page, plaintiff again refers to "the demonstrated capacity of Congress to use unequivocal language to disestablish a reservation and restore it to the public domain." B.P. at 43. These and other similar references could lead one to think that the only manner in which Congress was capable of disestablishing any portion of a reservation was by the process of technically restoring the lands therein to the public domain. Although the Rosebud materials do contain many references to the three acts restoring the opened lands to the public domain, the counties do not necessarily agree that this is the only manner in which Congress could extinguish or diminish a reservation.

Specifically, the counties have in mind and deem significant a statement by Judge Blackmun, now Justice Blackmun of the United States Supreme Court, appearing in the opinion of Beardslee v. United States, 387 F. 2d 280 (8th Cir. 1967),[32] an Eighth Circuit Court of Appeals case decided after the Seymour decision. Justice Blackmun therein referred to the absence of Federal jurisdiction on non-Indian land "on a disestablished portion of a reservation, however that disestablishment may have been affected." 387 F 2d at 286 (emphasis added).

In other words, it is the counties' position that merely because the earlier cessions referred to a restoration of lands to the public domain and such cessions have since been held to have extinguished or diminished reservations, it should not be automatically assumed that unless a specific act or the legislative history thereof indicated an intent to technically restore lands to the public domain, there could be no intent to extinguish or diminish that reservation.

Admittedly, the concept of the public domain is an excellent indicia of congressional intent, but it should not be deemed the sole process by which Congress can or has disestablished or diminished reservations.

VI. INDIAN COUNTRY: 18 U.S.C. Section 1151

Many of the older decisions of the Eighth Circuit have been highly regarded in the field of Indian Law. This esteem has not only been recognized by judicial bodies in other states and the United States

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[32] Discussed at 58-59, infra.

Supreme Court, but also by Congress. With specific reference to the effect of the homestead acts on the size of reservations in South Dakota, the case of United States v. LaPlant, 200 F. 92 (D.S.D. 1911), wherein Judge Willard stated that "No other meaning can be given to the words italicized ["thus diminished"] than that the reservations were diminished, and they were diminished by the act itself" (200 F. at 94), has been the cornerstone of this area of the law in this state for many years. Although the LaPlant case itself never achieved national prominence, it was cited with approval in other cases that definitely did. One such example was when the Eighth Circuit Court of Appeals decided Kills Plenty v. United States, 133 F. 2d 292 (8th Cir. 1943):

> In 1911, it was ruled in the case of United States v. LaPlant, D.C.S.D., 200 F. 92, that the federal court was without jurisdiction of the crime of murder committed on lands which were originally within the boundaries of the Cheyenne River Indian reservation but were excluded from the reservation by the Act of May 29, 1908, Chap. 218, 35 Stat. 460, diminishing the reservation. 133 F. 2d at 294.

The question in Kills Plenty was essentially the same question presented in Frank Black Spotted Horse, supra, and it was resolved in the same manner. Although both cases were concerned only with checkerboard jurisdiction in Todd County, neither case even mentioned Gregory, Tripp, Lyman or Mellette County. Indeed, no one could have read Kills Plenty without concluding that Todd County was the only county considered to be within the boundaries of the Rosebud Indian Reservation at that time. Certiorari was later denied and when 18 U.S.C. 1151 was revised in 1948, Kills Plenty was cited therein as one of the cases on which the 1151(a) definition of Indian Country was based. Revisor's note preceding 18 U.S.C. Section 1151 (1949). See also H.R. Rep. No. 304, 80th Cong. 1st Sess. A 92 (1947). Therefore, at the time Congress defined Indian Country as "all land within the limits of any Indian reservation" (1151[a]) and based that definition in part on the Kills Plenty case, at least the revisors realized that Todd County was the only county considered to be within the Rosebud Indian Reservation. By enacting 1151(a) and to this extent, Congress had eliminated the impractical pattern of checkerboard jurisdiction in the only area of the Rosebud Indian Reservation they though existed![33]

But even in 1948, Congress realized that 1151 (a) would not encompass all Indian allotments and so 1151(c) was set forth as an addition to the definition of Indian Country:

> All Indian allotments, the Indian titles to which have not been extinguished including rights of way running through the same. 18 U.S.C. Section 1151(c) (1949).

The counties would submit, and as recently as 1967 the Eighth Circuit Court of Appeals has so indicated, that this is the only section of 18 U.S.C. 1151 that has been or was intended to apply to Gregory, Tripp, Lyman and Mellette counties. Beardslee v. United States, 387 F. 2d 280 (8th Cir. 1967).

Beardslee involved essentially the same issue that had been presented in Kills Plenty and Frank Black Spotted Horse and the same result followed. In two other respects, however, the case is very interesting. In the first place, it was decided after the Seymour decision and specifically mentioned

[33] Other sections of the Revisor's note and H.R. Rep. No. 304, supra, also indicate that the men responsible for drafting Section 1151-1154 were very much aware of what were then the reservations in South Dakota. One can only imagine how these men, after reading Kills Plenty, would have enacted had the Eighth Circuit Court of Appeals in 1950, held that Gregory, Tripp, Lyman and Mellette counties were suddenly within the limits of the Rosebud Indian Reservation.

Gregory, Tripp, Lyman and Mellette counties in a manner inconsistent with plaintiff's position:

> 1. The Rosebud Reservation was established by, and is described in, Section 2 of the Act of March 2, 1889, 25 Stat. 888. The boundaries of Todd County, in which the town of Mission is located, are laid down in S.D. Code, Section 12.0162 (1939). All of Todd County is obviously within the original boundaries of the Rosebud Reservation. Only three Acts of Congress have affected the territory of the reservation since its establishment in 1889 and none of these concern Todd County. Act of April 23, 1904, 33 Stat. 254; Act of March 2, 1907, 34 Stat. 1230; Act of May 30, 1910, 36 Stat. 448. No part of the Todd County portion of the reservation has ever been formally opened. Instead, that portion has remained closed since 1889. The general geographical situation is thus clear. 387 F. 2d at 285 (emphasis added).

More importantly, the opinion referred to "a disestablished portion of the reservation, however that disestablishment may have been effected" (387 F.2d at 286), and specifically stated that:

> We regard clause (c) as applying to allotted Indian lands in territory now open and not as something which restricts the plain meaning of clause (a)'s phrase "notwithstanding the issuance of any patent." Although this result tends to produce some checkerboarding in non-reservation land, it is temporary and lasts only until the Indian title is extinguished. 387 F. 2d at 287 (emphasis added).[34]

As far as the counties have been able to determine, Frank Black Spotted Horse, Kills Plenty, and Beardslee are the only cases wherein the Eighth Circuit has been presented with a question involving Indian jurisdiction on the Rosebud Reservation. In all three, one cannot read the Court's opinion without concluding that Gregory, Tripp, Lyman and Mellette counties were simply not considered to be within the limits of the Rosebud Indian Reservation.

Secondly, irrespective of how the general issue before this Court is ultimately resolved, there is no question that the court in Beardslee correctly interpreted 1151(c) as applying only to non-reservation situations. To this extent, 1151(c) specifically approved checkerboard jurisdiction. The Revisor's note and the House Report stated that "Indian allotments were included in the definition on authority of the case of United States v. Pelican". The Pelican case specifically held that after a reservation had in fact been diminished, the allotments outside the boundaries of that reservation were still Indian country and would remain Indian Country until Indian title had been extinguished.[35] Yet, in the Seymour opinion the following statement appears:

> For that argument rests upon the fact that where the existence or nonexistence of an Indian reservation, and therefore the existence or nonexistence of federal jurisdiction, depends upon the ownership of particular parcels of land, law enforcement officers operating in the area will find it necessary to search tract books in order to determine whether criminal jurisdiction over each particular offense, even though committed within the reservation, is in the State or Federal Government. Such an impractical pattern of checkerboard jurisdiction was avoided by the plain language of Section 1151 and we see no justification for adopting an unwarranted construction of that language where the result would be merely to recreate confusion Congress specifically sought

[34] Most of the cases cited by plaintiff in its brief at 22, 23, were specifically cited with approval in the Beardslee opinion. Indeed, Judge Blackmun, now Justice Blackmun of the United States Supreme Court, who authored the Beardslee opinion, even cited LaPlant approvingly. 387 F. 2d at 286.

[35] 232 U.S. 442 (1913). Revisor's note preceding 18 U.S.C. Section 1151 (1949). See also, H.R. Rep. No. 304, 80th Cong., 1st Sess. A 92-94. (1947).

to avoid. 368 U.S. at 358 (emphasis added).

Although Justice Black was concerned only with the rejection of checkerboard jurisdiction within the boundaries of a reservation, as the italicized portion of his statement indicates, the paragraph is still confusing in this respect: Federal jurisdiction does not depend solely upon the existence or non-existence of a reservation. In the situation described in 1151(c), law enforcement officers will still have to "search tract books" and to this extent the "impractical pattern of checkerboard jurisdiction" has not been "avoided by the plain language of Section 1151."

In Gregory, Tripp, Lyman and Mellette counties, the law enforcement officers have searched the tract books for years. Until Congress decides otherwise, the counties would prefer to remain "non-reservation lands" irrespective of the temporary inconvenience of the impractical pattern of checkerboard jurisdiction as set forth in 1151(c). This is especially so in light of the alternative: that of being thrust within the boundaries of a reservation which the counties have not been within for over 50 years.

CONCLUSION

In plaintiff's words:

> This action seeks declaratory judgment as to the effect of these acts, 1904, 1907, 1910, on the size of the reservation. In truth, the action asks the Court to define for the parties the present boundaries of the Rosebud Indian Reservation. A.P. at 2.

The first part of this brief contains unequivocal probative evidence of the precise effect Congress intended these acts to have on the size of the reservation; the second part contains an evaluation of the applicable case law and plaintiff's sophisticated arguments.

The counties have submitted that the applicable case law should not be construed as a mandate for this court to disregard the effect, as evidenced by the materials in part one, that Congress intended the three acts to have on the size of the Rosebud Indian Reservation. Similarly, the material in part one was also relied upon to dispose of plaintiff's bundle of benefits, presumptions, prepositions and ambiguities; a most sophisticated argument to be sure, but not to the degree that it could weather a full exposure to the Rosebud documents.

Admittedly, the method used by Congress to open the Rosebud Reservation was different from the method used by Congress in the 1800's. Nevertheless, with respect to the Rosebud Reservation, the concept of a reservation diminished remained the same and this concept permeates the Rosebud documents of the period. Plaintiff has not nor cannot produce sufficient material from any Rosebud source prior to 1911 to clearly support its position that Congress did not intend to diminish the Rosebud Reservation by the passage of the three acts. In the absence of such support to counter the intent expressed in the documents presented herein, the counties would submit that just as there was no occasion to continue a reservation larger than Todd County in 1910, there is no occasion to enlarge that reservation today.

United States District Court
District of South Dakota

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U. S. District Judge
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Rapid City, South Dakota 57701

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Re: Rosebud Sioux Tribe v. Hon. Richard Kneip, Governor of the State of South Dakota, et al. - CIV72-4055

Gentlemen: MEMORANDUM OPINION

The Rosebud Sioux Tribe has brought this declaratory judgment action pursuant to 28 U.S.C. §2201 et seq. seeking declarations that three specific acts of Congress did not diminish the Rosebud Sioux Reservation or alter its boundaries from those defined in the act of March 2, 1889. The defendants, the State of South Dakota and the counties of Mellette, Lyman, Tripp and Gregory, assert that the three acts did diminish the Rosebud Reservation so that that reservation presently embraces

only Todd County, South Dakota. Acting on this assertion, the defendants have been exercising both civil and criminal jurisdiction over members of the Rosebud Sioux Tribe within the counties of Melette, Lyman, Tripp and Gregory. The plaintiff does not seek a declaration of the exact nature of the jurisdiction, or the exact rights and privileges that members of the Rosebud Sioux Tribe enjoy in the four counties in question. The plaintiffs do ask this Court to declare whether or not any of the three statutes in question operated to diminish the geographical territory over which the tribe is entitled to exercise jurisdiction.

In recent years there have been many cases with substantially similar questions presented to the state and federal courts. See, Seymour v. Superintendent, 368 U.S. 351; 82 S.Ct. 424 (1962); Mattz v. Arnett, 93 S.Ct. 2245 (1973); City of New Town, N. D. v. United States, 454 F.2d 121 (8th Cir. 1972); United States ex rel. Condon v. Erickson, 478 F.2d 684 (8th Cir. 1973); United States ex rel. John Feather v. Erickson, (8th Cir., filed Dec. 7, 1973, No. 73-1453 to 73-1459); State of South Dakota v. Molash, 199 N.W. 2d 591 (S.D. 1972); State of South Dakota v. Williamson, 211 N.W. 2d 182 (S.D. 1973). It is conceded that a declaratory

judgment is an appropriate remedy in this circumstance.

PRELIMINARY STATEMENT

In 1868 the United States and the Great Sioux Nation agreed upon the establishment of the Great Sioux Indian Reservation. This treaty was ratified by Congress on February 16, 1869, (15 Stat. 635), and proclaimed by President Andrew Johnson on February 24, 1869. This reservation, as formed by the 1868 Treaty, encompassed all the present state of South Dakota west of the eastern bank of the Missouri River, including the four counties in question. However, the Great Sioux Reservation, as originally established, was diminished by a series of acts. An Act of March 2, 1889, (25 Stat. 888) reduced the Sioux lands to about half their former extent and explicitly restored the remainder to the public domain. This is conceded by the Tribe. In that act, the Rosebud Sioux Reservation was established and contained the counties of Mellette, Tripp, Todd and part of Gregory and Lyman. The statutory description of the Rosebud Reservation was as follows:

> "Commencing in the middle of the main channel of the Missouri River at the intersection of the south line of Brule County; thence down said middle

> of the main channel of said river to the intersection of the ninety-ninth degree of west longitude from Greenwich; thence due south to the forty-third parallel of latitude; thence west along said parallel to a point due south from the mouth of Black Pipe Creek; thence due north to the mouth of Black Pipe Creek; thence down White River to a point intersecting the west line of Gregory County extended north, thence south on said extended west line of Gregory County to the intersection of the south line of Brule County extended west; thence due east on said south line of Brule County extended to the point of beginning in the Missouri River, including entirely within said reservation all islands, if any, in said river."

In United States v. Celestine, 215 U.S. 278, 30 S.Ct. 93, 95 (1909) the Supreme Court of the United States said:

> "When Congress has once established a reservation, all tracts included within it remain a part of the reservation until separated therefrom by Congress."

The United States Eighth Circuit Court of Appeals has just recently set forth clear guidelines for district courts in determining jurisdictional questions relating to Indian reservations. The Court said in United States, ex rel. Feather, et al. v. Erickson, supra, the following:

> "We have these guidelines: (1) Intent to abrogate treaty rights is not lightly

> imputed to Congress. Mincminee Tribe of Indians v. U. S., 391 U.S. 404, 413 (1968); (2) Congress having once established a reservation, all tracts remain a part of that reservation until separated therefrom by Congress. U. S. v. Celestine, 215 U.S. 278, 285 (1909); Seymour v. Superintendent, 368 U.S. 351, 359 (1962). Indeed, Congressional intent to disestablish the reservation must be either expressed on the face of the Act or be clearly discernible from the 'surrounding circumstances and legislative history.' Watts v. Arnett, ___U.S. ___, 93 S.Ct. 2245, 2258 (1973); United States ex rel. Condon v. Erickson, 478 F.2d 684, 689 CA8 1973); (3) Opening an Indian reservation for settlement by homesteading is not necessarily inconsistent with its continued existence as a reservation. Seymore, supra. See also, Condon, supra; The City of New Town, North Dakota v. United States, 454 F.2d 121, 125 (CA8 1972); (4) The well-preserved general rule is that Indians are to be left free from state jurisdiction and control. McClanahan v. State Tax Commissioner of Arizona, ___U.S. ____, 93 S.Ct. 1257 (1973); Condon, supra at 689 and citations. Federal jurisdiction is preferred. McClanahan, supra. (Slip opinion p.p. 6-7)

Certainly in construing treaties and statutes passed for the benefit of Indians and Indian tribes, courts must construe them liberally and wherever possible resolve any doubt in favor of the same. Worcester v. Georgia, 31 U.S. (6 Pet.) 515 (1832); Carpenter v. Shaw, 280 U.S. 363 (1930); Choate v. Trapp, 224 U.S. 665 (1912); Alaska Pacific Fisheries v. United States,

248 U.S. 78 (1918).

In regard to the three acts in question, it becomes the duty of this Court to examine those acts in relation to the guidelines set forth above to determine whether or not the Congress of the United States, in passing those acts, intended to diminish and extinguish the portions of the reservation covered in those acts, or merely to open those portions of the reservation to homesteading, and to not affect the outer confines of the Rosebud Reservation thereby. The acts in question are as follows: April 23, 1904 (33 Stat. 254); March 2, 1907 (34 Stat. 1230); May 30, 1910 (36 Stat. 448). The issue has been extensively and excellently briefed by both sides. In addition, this very issue has been discussed at length in two law review articles. See, Comment, New Town, et al: The Future of an Illusion, 18 S.D. Law Rev. 85 (1973); Smith, New Town, et al: A Reply, 18 S.D. Law Rev. 327 (1973). This Court will consider the acts in the order of passage.

1904 ACT
(Gregory County)

The operative language of the 1904 Act reads as follows:

"Article I. The said Indians belonging

> on the Rosebud Reservation, South Dakota, for the consideration herein named, do hereby cede, surrender, grant, and convey to the United States all their claim, right, title, and interest in and to all that part of the Rosebud Indian Reservation now remaining unallotted, situated within the boundaries of Gregory County, South Dakota, described more particularly as follows ..."

The 1904 Act originated in 1901. When the Rosebud Reservation was created by Congressional Act in 1889, §12 of that Act read as follows:

> "Section 12 - That at any time after lands have been allotted to all the Indians of any tribe as herein provided, or sooner, if in the opinion of the President, it shall be for the best interest of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe in conformity with the treaty or statute under which said reservation is held of such portions of its reservation not allotted as such tribe shall, from time to time, consent to sell on such terms and conditions as shall be considered just and equitable between the United States and said tribes or Indians, which purchase shall not be complete until ratified by Congress:..." Act of March 2, 1889, §12 (25 Stat. 888).

Pursuant to Section 12, an agreement was reached with the Rosebud Sioux Tribe in 1901 to cede the surplus, unallotted portion of the Reservation lying in Gregory County to the

United States. However, the 1901 agreement itself was never ratified by Congress. The portion of Gregory County opened to non-Indian settlers was not approved by Congress until 1904. It is the plaintiffs' contention that this delay marked a departure point--a point at which the whole tenor of congressional reservation policy changed. It appears that the plaintiff concedes that the 1901 agreement would have worked a diminution of the reservation. The plaintiff quotes the following House Report in support of this contention:

> "Both of these bills present a new idea in acquiring Indian lands, and if this bill should be enacted into law it will establish a new policy and be a departure from the policy that has long since prevailed in acquiring Indian lands, as heretofore it has been the practice and policy of the Government to purchase lands from the Indians and pay them therefor and then open the same to entry and settlement... This bill provides that the land shall be disposed of under the homestead laws by the settler paying therefor, and the proceeds paid to the Indians, and it is expressly provided by Section 6 of this bill that the United States shall in no manner be bound to purchase any portion of the land except the school sections, or dispose of the same except as provided, or to guarantee to find purchasers for said lands, it is expressly stated

> that the intention of the Act is that the United States shall act as trustee for the Indians in disposing of the lands and pay over the proceeds from the sale therefore only as the same are received." H.R. 10418, 58th Cong., 2nd Sess., January 21, 1904, p. 2.

The plaintiff states in its brief:

> "thus, it is clear that, although the Gregory County act does employ some language to the effect that the United States was purchasing a tract of land outright for a consideration with the tribe retaining no interest, this was not the case. Congress actually had just abandoned this policy in favor of a policy whereby the United States acted merely as trustee for the sale of lands for the Indians, with the proceeds of the lands being paid to the tribe only if and when actually received from the homesteaders, instead of the United States paying the Indians a lump sum immediately and then trying to find buyers to recover the purchase price. As Burke stated, the Gregory County Act would establish a new policy, the refinements of which had yet to be made." Plaintiff's brief, (hereinafter cited as PB), at p. 30.

It is, however, the defendant's position that this "new policy" related solely and only to the method of payment and that the purpose and effect of the 1904 Act was the same as the 1889 Act in that regard. That is, that the opening of that portion of the reservation worked a diminution of the

outer confines of the reservation and extinguished the same, making the reservation smaller than it originally was.

The Congressional Record is replete with speeches, debates, reports and discussions which tend to support the theory that the time lapse between 1901 and 1904 was because of a change in policy relating to the method of purchasing the lands, rather than the effect that the purchase would have. At 35 Cong. Rec. 3187-88 (1902) is the following statement:

> "Mr. Platt...it is true that several years ago, I think--in opening Indian reservations, we paid large and extravagant prices for the land to the Indians, upon the theory that the Government was going to be reimbursed for its expenditures by the settlers paying for the land which they settled upon, a sufficient sum to reimburse the Government. That went on for years, and everybody supposed that that was acceptable to the settlers. Then the settlers began to agitate that the Government should remit to them the obligation which they had incurred to pay for the land, and thereby reimburse the Government, and the history of this agitation, of course, is well known. The Government remitted about $35,000,000 which it had paid to the Indians and which the settlers agreed to repay to the Government by the passage of that free homes bill."

At 35 Cong. Rec. 4801-02, Mr. Platt continues the discussion:

> "Now this particular agreement comes here to be ratified on a payment to

> the Indians of about $2.50 an acre for the surplus lands within their reservation which are under the agreement to be ceded to the United States and become part of the public domain. The Indians, in negotiating, said that was not a fair price for the land and they were worth a great deal more. But finally the negotiation was concluded. The agreement comes here. So far as the Senate considers it, it is an agreement to open a reservation--to pass ordinarily without any particular examination or any thought of the consequences to the government in the matter of expense. I will not go into history of the negotiations as to these lands, but the price paid or agreed to be paid to the Indians is $2.50 an acre for the entire acreage which is to be brought under the public domain by cession to the United States.
>
> The bill proposes that the land thus acquired shall be opened to homestead settlement without requiring any payment for the land settled upon from the settler. My amendment proposes that the settler pay $2.50 an acre, being the same which the government has agreed to pay to the Indians, and that thus the government shall be reimbursed for the amount expended for the purchase...." (Emphasis added)

And at 35 Cong. Rec. 4807, the following statement is seen:

> "Mr. Clatt...here is this reservation in South Dakota. Of course the senators from South Dakota can speak more specifically of the character of the reservation and its surroundings than I can; but because we have to pay the Indians a certain amount for that reservation,

> as a matter of progressive Indian policy, for the purpose of separating the Indians and extinguishing the reservation or for the purpose of meeting the advancing demands of civilization for the use of the lands, it does not follow that the land is primarily and inheritantly worth so much an acre." (Emphasis added)

And finally, after the original bill was, in fact, amended this discussion takes place in the House of Representatives:

> "Mr. Burke...Mr. Speaker, this bill provides for the opening to settlement of 416,000 acres of land, now a portion of the Rosebud Reservation in South Dakota, being that portion of the reservation in Gregory County. In 1901 a treaty was entered into with the Rosebud Indians on the part of the United States, by which the Indians agreed to sell to the government this land for $2.50 per acre. That treaty was transmitted to Congress, and because of the fact that it provided that the government should pay for the lands outright and then take the chance of the Treasury being reimbursed by disposition of lands to settlers, it never got further than through the Committee on Indian Affairs, which unanimously reported it favorably. It was never given consideration in the House.
>
> Toward the concluding days of the last session of Congress, a new bill was prepared, substantially as this bill now provides, and that bill provided that the lands should be ceded by the Indians to the government, disposed of

> to settlers under the provisions of the Homestead Law, the price to be fixed at $2.50 per acre, as was provided in the original treaty. That bill did not receive consideration in the last Congress because of lack of time, but during the summer that bill was submitted to this tribe of Indians for their acceptance and 48 more than a majority consented to accept the terms of that bill. This bill is substantially the same as the bill which I have just referred to, except that the Committee, in view of a suggestion made by the Commissioner of Indian Affairs, in which he said he has no objection to the passage of this bill, provided the Indians were insured of as much money as they would have received under the treaty, instead of fixing the price at $2.75, which was provided in the bill submitted to the Indians during the summer, fixed the price at $3.00 per acre for all the lands taken within the first six months, and $2.50 for all lands taken thereafter.
>
> It was thought by the Committee that this would certainly insure the Indians as much money as they would have received under the original treaty, and, in my judgment, it insures their receiving considerably more. There is no opposition to the passage of this measure so far as I know." 38 Cong. Rec. 1423 (1904). (Emphasis added)

It appears, then, that the 1904 Act, as finally passed, incorporates verbatim, the entire text of the 1901 agreement with the exception of the 1901 lump sum section (the 1901 appropriation provisions). It appears that the new policy was, in fact, merely a change in an appropriations matter

and not a change in any substantive effect of the act in question. The extended discussions just quoted center on appropriations problems while assuming that the reservation would be extinguished and the land returned to the public domain. The Eighth Circuit Court of Appeals had occasion to consider the effect of this change in policy in United States ex rel. Condon v. Erickson, 478 F.2d 684 (8th Cir. 1973). In Condon, the Court said:

> "Appellee thinks it significant that the 1908 Act provided for the proceeds from the sale of the lands to be deposited into the Treasury of the United States and accredited to the Indians as was the case in the 1906 (Seymour) and 1910 (New Town) Acts. This method contrasts with prior acts wherein payment for the land was made directly to the Indians. It has been aptly pointed out, however, that this was simply a new method utilized by a Congress that no longer favored purchasing Indian land and providing them free of cost to settlers." 478 F.2d 684, 687.

This Court, then, is satisfied that the 1901 agreement and the 1904 Act, concerning Gregory County, were considered by the Congress of the United States to be one and the same with the exception of the appropriation (homestead) provision. The true issue is, however, what was the intention of Congress with regard to the boundaries of the reservation in the 1904 Act.

What was the intention then of Congress in this opening of the portion of the Rosebud Reservation in Gregory County? It is now clearly established that the opening of an Indian reservation is not necessarily inconsistent with the reservation remaining geographically as large as it once was. Seymour v. Superintendent, supra; Matts v. Arnett, supra. Again, legislative history is helpful in relation to these acts. c.f. U. S. ex rel. Condon v. Erickson, 478 F.2d 684, 688 (8th Cir. 1973); See, Matts v. Arnett, 93 S.Ct. 2245, 2258 (1973).

Congressional Statements

There are many statements in the Congressional Record which tend to support the defendants' theory that the size of the Rosebud Reservation was, in fact, diminished by the 1904 Act. One quotation, in a committee report, is enlightening:

> "There is no question but what the Indians have no use for the land that is proposed to be ceded by this bill; that the tract is only a very small portion of the Rosebud Reservation, and is really only a corner of the reservation, which will be left compact and in a square tract, and a reservation about equal in size to the Pine Ridge Reservation in South Dakota." H.R. Rep. No. 443, 58th Cong., 2nd Sess. (1904).

Clearly the report suggests that the size of the reservation will be changed. A quick glance at a map will show that Gregory County must be removed to provide a "square tract". A copy of a page containing such a map is appended herein as Appendix A. The map is originally found at Comment, New Town, et al.: The Future of an Illusion, 18 S.D. Law Rev. 85, 129 (1973).

In addition, the following discussion takes place at 35 Cong. Rec. 4807:

> "Mr. Clatt...here is this reservation in South Dakota. Of course the senators from South Dakota can speak more specifically of the character of the reservation and its surroundings than I can; but because we have to pay the Indians a certain amount for that reservation, as a matter of progressive Indian policy, for the purpose of separating the Indians and extinguishing the reservation or for the purpose of meeting the advancing demands of civilization for the use of the lands, it does not follow that the land is primarily inherently worth so much an acre." (Emphasis added)

And again, in H.R. Rep. No. 443, 58th Cong. 2nd Sess. at p. 4 (1904), the following quotation is made of testimony of the Commissioner of Indian Affairs in front of the House Committee on Indian Affairs:

> If you depend on the consent of the Indians as to the disposition of the lands where they have the fee to the land, you will have difficulty in getting it and I think the decision in the Lone Wolf case, that Congress can do as it sees fit with the property of the Indians will enable you to dispose of the land without the consent of the Indians. If you wait for their consent in these matters, it will be fifty years before you can do away with the reservations."

The law review article cited immediately above contains an extensive discussion of this matter.

It is difficult to read the House and Senate debates and reports without coming to the conclusion that the 1904 Act was an attempt to "do away" with the Rosebud Reservation in Gregory County. That purpose simply seems to be an assumption upon which all actions were taken and statements premised. Other materials similarly lead to that conclusion, however.

School Land Provision

Upon this state's admission to the Union, South Dakota's enabling act provided that:

> "Nor shall any lands embraced in Indian, military or other reservations of any character be subject to the grants or the indemnity provisions of this act until the reservation shall have been extinguished and such lands be restored to and become part of the public domain." Act of Feb. 22, 1889, ch. 10, 25 Stat. 676

The 1901 agreement did not contain a school lands provision. However, Senator Gamble from South Dakota proposed, and the Senate adopted, a school lands provision in 1902. Senator Gamble explained to the Senate the reason for his amendment:

> "Under the provisions of the enabling act authorizing the admission of the State of South Dakota into the Union, sections 16 and 36 in every township were reserved for school purposes. This provision did not apply to permanent Indian reservations, but became operative when the Indian title was extinguished and the land restored to and became a part of the public domain. This would withdrew about 29,000 acres of these lands and would leave 387,000 acres to be opened to settlement and which would be affected by the proposed amendment." 35 Cong. Rec. 3187 (1902).

Here is an unequivocal statement and corresponding action by the Senate of the United States premised solely and only upon the fact that the title of the Indians was extinguished and the lands restored to the public domain. It is a strong indication by Congress that its intention was to diminish the size of the Rosebud Reservation. The amendment was adopted without discussion, again buttressing the impression that the diminution of the Rosebud Reservation was a premise upon which all members of Congress acted when enacting the various Indian acts.

And again, when the school lands provision was proposed in the House of Representatives and a Rep. Finley questioned the appropriation for those school lands, Congressman Burke, a member of the House Committee on Indian Affairs, and a South Dak tan, responded:

> "I am glad that the gentleman has asked me that question. I would state that under the enabling act under which the State of South Dakota was admitted to the Union, it was provided that sections 16 and 36 in said state should be reserved for the use of the common schools of that state, and it further provided that as to the lands within an Indian reservation the portions of that grant would not become operative until the reservation was extinguished and the lands restored to the public domain. That enabling act was passed by Congress on the 22nd day of February, 1889. In March of that same year, Congress ratified a treaty with the Sioux Indians in South Dakota for the cession of something like ten or twelve million acres of land, and made an express appropriation, in accordance with that enabling act, to pay outright out of the Treasury the money for sections 16 and 36 of that land at the price stipulated for in the Treaty. Mr. Finley... 'Then as I understand the gentleman, he bases the wisdom or equity for this provision upon the enabling act admitting South Dakota into the Union. Mr. Burke, 'Yes'. Mr. Finley, "and not otherwise?' Mr. Burke, 'no'." 38 Cong. Rec. 1423 (1904).

The plaintiff herein makes reference to a statute (43 U.S.C.A. §865) which provides for the granting of school lands in opened reservations that are not restored to the public domain. This statute is not in point for it allows the state to select lands for school purposes prior to the opening of such reservation. However, the 1904 Act specifically referred to sections 16 and 36 in its granting of school lands and its legislative history indicates it was done in response to South Dakota's enabling act. This Court feels that 43 U.S.C.A. §865, in fact, lends weight to the argument that the express grant of school lands in the 1904 Act bolsters its position. Had Congress merely been "opening" the reservation for settlement, it could have used 43 U.S.C.A. §865 to supply the state of South Dakota with school lands. This method was not used, however.

The school lands provision stands as a clear indication of congressional intent to restore Gregory County to the public domain. See, United States ex rel. Condon v. Erickson, 478 F.2d 684, 686 (8th Cir. 1973). Other congressional enactments express the same intention, however.

Subsequent Enactments

In 1905 Congress passed an act to extend the time in which settlers could establish their residence in Gregory County under the homestead acts. As will be seen in the following quotations, there is a clear expression from Congress therein that Gregory County had ceased to be considered in the "congressional mind" as reservation or "Indian land". In Mattz v. Arnett, 93 S.Ct. 2245, 2258 (1973), the Supreme Court discussed subsequent legislation to bolster its opinion that the reservation at issue therein had not been extinguished. In Senate Report No. 2760, 58th Cong., 3rd Sess., p. 1 (1905), the following appears:

> "The Committee on Public Lands, to whom was referred the bill to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Reservation, within the limits of Gregory County, South Dakota, having had the same under consideration, beg leave to report the bill back with the recommendation that it be amended, and that as amended it do pass." (Emphasis added)

Senator Gamble, in remarks before the Senate, found at 39 Cong. Rec. 1578 (1905), said the following:

> "I ask unanimous consent for the present consideration of the bill to provide for the extension of time within which homestead settlers may establish their reserve-

> tion upon certain lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County, South Dakota..." (Emphasis added)

The operative language of the Act of February 7, 1905, ch. 545, 33 Stat. 700 is as follows:

> "An act to provide for the extension of time within which homestead settlers may establish residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County...." (Emphasis added)

Here then, is another clear indication that the Congress of the United States considered the reservation nature of Gregory County extinguished. Congress, in its act, had referred to this land as heretofore a part of the reservation.

Conclusion

This Court is of the opinion that the contemporary history of the 1904 Act indicates a congressional intent to extinguish that portion of the reservation. The defendant's brief reveals several contemporary documents and sources that buttress this opinion. At no time can this Court find an express discussion of state versus federal jurisdiction over the lands in question. However, the whole

tenor of the discussion in Congress convinces this Court that the purpose was to "do away" with the reservation in this area. This Court is convinced that the only interest that the Rosebud Sioux Tribe retained in the Gregory County lands was to be in the proceeds from the sale of those lands. There was never any question in anyone's mind but that the lands would be sold. At this time the demand for land for settlers was great.

The case of Ash Sheep Co. v. The United States, 252 U.S. 159, 40 S.Ct. 241 (1920) is not in point. The act in question therein contains several provisions which the 1904 Act does not. Ash Sheep itself recognized that each treaty must be judged by itself.

That being the case, it is this Court's judgment that the confines of the Rosebud Sioux Reservation were diminished by the 1904 Act and the reservation or Indian land nature was extinguished therein, and Gregory County restored to the public domain.

1907 ACT
(Tripp and Lyman Counties)

On March 12, 1907 Congress passed an act concerning Tripp County and a portion of Lyman County. Each treaty or act must be analyzed separately to determine congressional

intent. See, U. S. v. Ash Sheep Company, 252 U. S. 159 (1920); Kills Plenty, et al. v. United States, 133 F.2d 292, 295 (8th Cir. 1943).

The operative language of the 1907 Act is as follows:

> "Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, that the Secretary of the Interior be and is hereby authorized and directed as hereinafter provided, to sell or dispose of all that portion of the Rosebud Sioux Reservation in South Dakota lying south of the Big White River and east of Range 25 West of the 6th principal Meridian, except such portions thereof as have been or may hereafter be allotted to Indians..."

Again, this Court should examine the history of the 1907 Act to determine congressional intent.

Negotiations

In 1906 Inspector James McLaughlin conducted negotiations with the Rosebud Sioux Indians for the cession of their unallotted lands in Tripp and Lyman Counties. Inspector McLaughlin was the very person who conducted the negotiations for the 1901 agreement and the 1904 Act. It is interesting to note that the transcript of their discussion adds weight to this Court's conclusion that the 1904 Act diminished and extinguished the Rosebud Reservation. The following quotation

is found on page 5 of the hearing transcript held at the Rosebud Agency in 1906:

> "Inspector McLaughlin....There is no railroad running over any portion of the Rosebud Reservation, none within the boundaries of your reservation. That railroad in Gregory County has not yet come across your reservation boundary, but should it come into your reservation, you would receive pay for its right of way. Any of the Indians who may live in Gregory County whose allotments have been crossed by that railroad, have, or will receive pay for the privilege of crossing their allotments. So you need not worry about that, my friends." Dec. 14, 1906, Rosebud Agency Hearing by James McLaughlin, U. S. Indian Inspector, page 5.

It appears then that Inspector McLaughlin's assumption was that Gregory County was no longer a part of the Rosebud Sioux Reservation.

The Indian people during the negotiations expressed concern for the need of their land. Statements made by various Indians again buttressed this Court's opinion that the 1904 Act, in fact, diminished the reservation. A prime example is the following quotation:

> "High Pipe:....My friends, our Gregory County payment lasts two years yet. We all know that. The best land we have is in the eastern part of our reservation, Tripp County. The

> Indian people want to get land for their children there. They are very anxious to get land for their children down there." Rosebud Hearing, 1906, supra, page 8.

So it can be seen that the Indian members at this time recognized Tripp County as the eastern portion of their reservation. Gregory County does, of course, lie east of Tripp County. See map appended to this opinion. It is difficult for one to read the transcript of the negotiations in 1906 without feeling that this was merely a continuation of the original negotiation in 1901 which culminated in the Gregory County act, the 1904 Act, discussed above. That plainly is the import of all the discussion held therein. Chief Picket Pin, after discussing the Great Father's need for land said: "My friend, you are going home this time without any land." Rosebud Hearing, 1906, supra, page 7. The 1907 Act was clearly a continuation of the policies followed in the past. Not only the transcript of the negotiations for the 1907 Act indicate this conclusion, but the congressional history as well.

Congressional History

There are many statements contained in the Congressional

Record and various congressional reports which indicate an intent by Congress to diminish the confines of the Rosebud Reservation yet another time. As stated in H.R. Rep. No. 7613, 59th Cong., 2nd Sess. p. 1 (1907):

> "The purpose of this bill is to authorize the opening and sale of that portion of the Rosebud Reservation in South Dakota known as Tripp County, and it affects all that portion of the reservation east of Range 25 of the 5th Principal Meridian south of the Big White River and embraces about one million acres.
>
> In the second session of the 58th Congress a law was passed authorizing a sale of so much of this same reservation as was located in Gregory County, the tract affected being about one-half the area embraced in the tract affected by the pending bill and lying immediately adjoining and east of Tripp County."

The exact same statement may be found in S.Rep. No. 838, 59th Cong. 2nd Sess., p. 1 (1907). In addition, Congressman Burke stated on February 16, 1907, the following:

> "Mr. Burke from South Dakota....Mr. Speaker, the bill has the unanimous report of the Committee on Indian Affairs, in which committee it was very carefully considered. The bill is substantially in accordance with an agreement which has just been made with the Indians, signed by 42 more than a majority of the male Indians over the age of 18 years. It is in line with recent bills that have been passed affecting the sale of Indian Reservations.... The Indians, as I have

> stated before, have agreed to the disposition of it under the terms of the bill. They will have left, after this land is disposed of, a reservation that is substantially fifty miles square, and there are only 5,000 Indians." 50 Cong. Rec. 3104 (1907). (Emphasis added)

It can be seen, upon examining a map, that the quotation "fifty miles square" referred to in the quote relates approximately to the size of the reservation minus Gregory, Tripp and Lyman Counties. Mellette and Todd County make up a generally square area, roughly fifty miles on a side. Again, one can see the continuous policy with relation to the Rosebud Indian Reservation in opening the reservation, diminishing the reservation, and extinguishing the reservation nature of the lands concerned.

School Lands

Again, in the 1907 Act, the act makes provision for school lands as did the 1904 Act. The congressional committee reports state that the school land provision contained in the 1907 Act is for the same reason that the school land provisions were included in the 1904 Act already referred to and discussed above. The following report can be found at H.R. Rep. No. 7613, 59th Cong., 2nd Sess., pp. 3-4 (1907), and S.Rep. No. 6838,

59th Cong., 2nd Sess., p. 3 (1907):

> Section 6 of the bill reserves sections 16 and 36 in each township for the use of common schools, and grants the same to the State of South Dakota. And section 7 makes an appropriation to pay for the same at $2.50 per acre. This is following the precedents which have heretofore been established in the opening of other reservations in South Dakota, and is based upon section 10 of the Act of Congress admitting South Dakota into the Union, approved February 22, 1889. Said section is as follows:
>
> > 'Sec. 10. That upon admission of each of said states into the Union, sections 16 and 36 in every township of said proposed states, and where such sections, or any portion thereof, have been sold or otherwise disposed of by or under the authority of any act of Congress, or other lands equivalent thereto, in legal subdivisions of not less than one-quarter section, and as contiguous as may be to the section in lieu of which the same is taken, are hereby granted to said states for the support of common schools, such indemnity lands to be selected within said states in such manner as the legislature may provide, with the approval of the Secretary of the Interior: provided that the 16th and 36th sections embraced in permanent reservations for national purposes shall not at any time be subject to grants nor indemnity provisions of this act, nor shall any lands

> embraced in Indian, military or other reservations of any character be subject to the grants or the indemnity provisions of this act until the reservation shall have been extinguished and such lands restored to and become a part of the public domain.'"

Here again in the 1907 Act we have both the House and Senate reports on the bill referring specifically to the extinction of the reservation and the restoration of those lands to the public domain. This is a clear indication of congressional intent.

Allotments

In the case of Mattz v. Arnett, 83 S.Ct. 2245 (1973) the Court discussed the allotment provisions of the treaties involved. The Court in Mattz said:

> "The presence of allotment provisions in the 1892 Act cannot be interpreted to mean that the reservation was to be terminated. This is apparent from the very language of 18 U.S.C. §1151, defining Indian country notwithstanding the issuance of any patent therein." 93 S.Ct. 2245, 2257.

There are allotment provisions in the 1907 Act. In Section 2 the following was stated:

> "... provided, that prior to said proclamation, the Secretary of the Interior, in his discretion, may permit

> Indians who have an allotment within the Rosebud Reservation to relinquish such allotment and to receive in lieu thereof an allotment anywhere within said reservation...."

The clear import of that section is that the Indians in the portion soon to be opened, were allowed to relinquish that part of the reservation and remove to the diminished portion of the reservation. The 1910 Act, to be discussed hereinafter, made that alternative explicit. It is clear that after that portion of the reservation had been opened, the land would be disposed of under the general homestead and townsite provisions and laws and that there would be from that time after no further allotments made in this area. The allotment provisions provided for or discussed in Mattz are as follows:

> "Provided, that any Indian now located upon said reservation may, at any time within one year from the passage of this act, apply to the Secretary of the Interior for an allotment.... and the Secretary of the Interior may reserve from settlement, entry, or purchase, any tract or tracts of land upon which any village or settlement of Indians is now located, and may set apart the same for the permanent use and occupation of said village or settlement of Indians...." See, 93 S.Ct. 2245, 2253.

It is clear from that quotation that the act in question contemplated a continuing presence or at least the option

to the Secretary of the Interior to declare a continuing presence of reservation in the area opened. No such provision is made in the 1907 Act herein. In fact, the import of the act contemplates no such continuing area that may be "set apart...for the permanent use and occupation..." of the Indian. The allotment section in the 1907 Act merely allows the Indians the option to keep the allotment that they then had or give up that allotment and remove to some other portion of the reservation prior to the proclamation of the Act. See, Sec. 2, Act of March 2, 1907. As can be seen from page 17 of the transcript of the hearing conducted by the Inspector McLaughlin with the Indians concerning the 1907 Act, the allotment provisions contained therein are to assure that all Indians within the Rosebud Reservation who had not before been allotted lands would receive such lands before such time as the settlers were allowed to homestead in the area. See Dec. 14, 1906, Rosebud Agency Hearing by James McLaughlin, U. S. Indian Inspector, p. 17. There is no provision in the 1907 Act for continuing allotment provisions.

Subsequent Enactments

And again, subsequent laws enacted by Congress refer to

Tripp County as "formerly within the Rosebud Reservation." See, Mattz v. Arnett, 93 S.Ct. 2245, 2258 (1973). The Act of January 11, 1915, 33 Stat. 792, is such an act:

> "An act providing for the purchase and disposal of certain lands containing the minerals kaolin, kaolinite, Fuller's earth, China clay, and ball clay, in Tripp County, formerly a part of the Rosebud Indian Reservation in South Dakota.
>
> Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that all lands containing the minerals known as kaolin, kaolinite, Fuller's earth, China clay and ball clay, in Tripp County in what was formerly within the Rosebud Indian Reservation in South Dakota, and has heretofore been opened to settlement and entry under acts of Congress which did not authorize the disposal of such minerals...." (Emphasis added)

Here then, is a subsequent act of Congress which specifically refers to Tripp County as having been separated from the Rosebud Reservation. It is a clear indication of the intent of Congress. Again, in the Act of August 17, 1911, Ch. 22, 87 Stat. 21, the language is as follows:

> "Be it enacted...that any person who has heretofore made a homestead entry for land in what was formerly a part of the Rosebud Indian Reservation in the State of South Dakota, authorized by Act approved March 2, 1907...."

The above must be taken as a clear indication of congressional intent with regard to the extinction of the reservation nature of the lands in Tripp County. Really no clearer indication could be asked for then acts of Congress which refer to the 1907 Act and to Tripp County as formerly within the confines of the Rosebud Reservation.

The defendants' brief contains numerous citations to other letters and reports of various government officials and agencies which constantly refer to the Tripp County section of the Rosebud Reservation as having been separated from the reservation, or having been formerly within the reservation. These contemporary documents must lend credence to the defendant's argument that it was, in fact, the intent of Congress to diminish the Rosebud Reservation once again by means of the 1907 Act. Again, the whole tenor of the contemporary documents seem to suggest to this Court that it was, in fact, the intent of Congress to diminish the Rosebud Reservation. The transcripts of the hearings held in 1906 and 1907 by Inspector McLaughlin constantly refer to the Gregory County Act and that taking in the same vein as the taking in 1907 by the Tripp County Act. There seems

to have been no question to the participants in those conferences but that the land would no longer be considered reservation land. There is the reference in the hearing transcript to Tripp County being the eastern section of the reservation and that this eastern section would then be taken. The Congressional debates once again seem to simply assume and have as their underlying premise that the separation and opening of Tripp County would work a diminution of the reservation. This Court is of the opinion that the surrounding circumstances, the congressional history and the contemporary documents of the 1907 Act clearly indicate the intention of Congress to diminish the Rosebud Reservation and extinguish the reservation nature of those lands in Tripp and Lyman Counties.

1910 ACT
(Mellette County)

Again, in 1910 Congress turned its eye to the Rosebud Reservation. Again the pressures for land for settlers were great, not only from the South Dakotans, but from people from the east who wished to move west. The response to this pressure was yet another bill to open the Rosebud Reservation for homestead settlement. The operative language of the 1910

Act is as follows:

> "Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that the Secretary of the Interior be and he is hereby authorised and directed, as hereinafter provided, to sell and dispose of all that portion of the Rosebud Reservation, in the State of South Dakota, lying and being within the counties of Mellette and Wabash,..."

Again, this Court must examine the Congressional Record and other contemporary history of the passing of the 1910 Act to determine the intent of Congress with respect to that act.

Congressional Statements

In January of 1910, Senator Crawford, discussing the Rosebud Reservation, made the following statement in the Congress of the United States:

> "Mr. Crawford...By treaties negotiated from time to time, and by laws enacted from time to time, the area of lands occupied by the Indians has gradually narrowed to smaller and smaller limits until now the lands owned by the Indians are comparatively small in quantity. They are not lands which in their possession bring any revenue whatever. They do not cultivate them. They neither fish nor game upon them. The policy of the government toward the Indians and toward these lands has changed in more recent years simply in this respect--

> that the land be sold and the proceeds be made into a trust fund, the principle forever held inviolate and the income from which is devoted to the Indians ...." 45 Cong. Rec. 1068 (1910).

By this statement one can see the indication that Congress considered the openings in the three acts discussed so far to be a continuous process of narrowing the range upon which the Indians would roam and "civilizing" that part of the western United States. The statement above stands mainly for the proposition that each of the acts must be viewed in light of the other.

In Senate Report No. 887, 60th Cong., 2nd Sess., p.p. 1-2 (1909), the following report is made to the Senate of the United States concerning what was to become the 1910 Act:

> "The present area of the Rosebud Indian Reservation aggregates 1,800,000 acres. The land proposed to be opened to settlement under the provisions of this bill embrace an area of about 900,000 acres.... It was at first contemplated to submit this bill, through an Indian inspector, for the consideration of the Rosebud Indians, but the Inspector, who for a number of years has had that especial work in charge, is otherwise occupied and has been unable to take it up and it is felt by the Committee that the provisions of the bill are fair and just to the Indians in all respects.

> and it would delay the consideration of the matter unduly if the action were withheld for that purpose and the measure could not receive consideration during the present session of Congress.
>
> "The reservation is yet large, and in the judgment of your Committee the surplus and unallotted lands are unnecessary for the use of the Indians .... It also provides that the Secretary of the Interior, in his discretion, may permit Indians who have an allotment within the area proposed to be opened to relinquish such allotment and receive in lieu thereof allotments anywhere within the reservation proposed to be diminished." (Emphasis added).

And in a report in the House of Representatives, H.R. Rep. No. 429, 61st Cong., 2nd Sess. p. 2, (1910), the following statements are made:

> "The Rosebud Indian Reservation when set aside as a separate reservation under the Sioux Act of 1889, contained something over 3,000,000 acres of land. In 1904 the unused and unallotted portion of the reservation in Gregory County, about 500,000 acres, was disposed of and the Indians received therefrom something more than $1,500,000. In the 59th Congress a law was enacted authorizing the sale of the unused and unallotted lands in that portion of the reservation in Tripp County, comprising about 1,000,000 acres, under a bill substantially in the same form as the bill now under consideration, except that the price of the land was fixed in the law, whereas under this bill the price is to be fixed by appraisement....

> "The area comprised in the present bill is about 800,000 acres and the proceeds from the sale thereof, under the terms of the bill, will probably amount to $3,000,000. There will still be left a reservation containing 1,000,000 acres, and as the Indians have all been allotted, there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of. (Emphasis added).

Here, perhaps, is the strongest statement yet in a House of Representatives committee report concerning each of the acts in question, in this Court's opinion. The committee starts by saying that the reservation was once 3,000,000 acres of land and finishes by saying that after the passage of the 1910 Act the reservation would contain only 1,000,000 acres. The report says that there is no need for a continuing of a reservation larger than the one that will result after the opening and disposal of the land in Mellette County. There can be little question from reading this House Report but that the House of Representatives contemplated a diminished reservation by not only the 1910 Act, but the acts passed in 1904 and 1907 as well. In addition, Mr. Burke from South Dakota made the following statement during the debates on the 1910 Act:

> "I might say, Mr. Speaker, that there are two propositions to be considered in disposing of the unallotted and unused lands on Indian reservations. One is at the earliest possible date, to get among the Indians, the white men and have those lands that are of no benefit to anyone that are lying idle, doing no good, opened up and developed into farms, and I believe that the placing through what were heretofore reservations, actual settlers, will have the effect of civilising the Indians who will have allotments and also give value to those allotments which at present are of little value." 45 Cong. Rec. 5457 (1910)

School Lands

Again, the 1910 Act provides for school lands as did the 1904 and 1907 Acts. The Senate Report No. 887, 60th Cong., 2nd Sess., p. 2 (1909) provides:

> "Section 16 and 36 of the lands in each township are not to be disposed of, but are reserved for the use of the common schools of the state, and these lands are to be paid for by the government in conformity with the provisions of the act admitting the State of South Dakota into the Union."

H.R. Rep. No. 429, 61st Cong., 2nd Sess., p. 2 (1910), states almost the identical language in its report to the House concerning the bill. This Court has discussed in the sections

on the 1904 and 1907 Act what it feels the import of the school lands provision is. Certainly the enabling act which admitted South Dakota to the Union discussing the disestablishing of the reservation and its return to the public domain must be a strong indication of congressional intent in this regard.

Intoxicants

Section 10 of the 1910 Act prohibits the introduction of intoxicants into the lands concerned with in this act. There is no dispute but that at this time there were federal laws prohibiting the introduction of all forms of intoxicants into "Indian country". The plaintiff would attach to this provision the congressional intent to continue the lands in Mellette County as Indian lands. This Court thinks, on the contrary, that the limiting of the prohibition of intoxicants to 25 years, clearly indicates an intent of Congress that this was not to be considered henceforth Indian land. Evidently Congress felt that it must provide a special section to prohibit such intoxicants for a period of time to protect the Indians who still had allotted lands in that area. If Mellette County continued to be "Indian land", why would

Congress feel the need to enact a specific act continuing the liquor prohibition, but only continuing it for a period of years? An eminent scholar on Indian law has the answer to that question:

> "In connection with the power to regulate commerce with the Indian tribes there exists also the authority granted by the Constitution to do all things necessary and proper by way of carrying out its provisions. Pursuant to this power and the power over the territory and other property belonging to the United States, the federal government has imposed liquor restrictions on land ceded to it by the Indians when these lands adjoined Indian country. The purpose of this measure was to prevent sale of liquor on the boundaries of the land retained by the Indians. Except for these extensions of the liquor laws into "buffer" areas the states would have had the exclusive police power thereon. Such extensions have been repeatedly upheld by the Supreme Court." F. Cohen, Handbook of Federal Indian Law, (University of New Mexico Press) p. 353 (1942 ed.).

An interesting and enlightening discussion concerning the liquor provisions is found at 45 Cong. Rec. 5463-64 (1910):

> "Mr. Goebel.... I am opposed to attaching to the sale of any reservation, conditions such as are proposed in this bill.
> Mr. Gronna.... Does the gentleman believe it would be safer on a reservation where liquors are permitted to be sold?

> Would the gentleman not buy land on a reservation where protection is given by the government, even if such reservation is located in a prohibition state?
> Mr. Goebel.... Oh, I do not know what I would do. At present I would want to get the land without any conditions attached. You must also bear in mind that when the lands are sold, there is no longer a reservation and the laws of the state apply....
> Mr. Butler.... If the land is sold it will be no longer an Indian reservation. It is where, as I understand, the Indian has always lived and where he is going to live, and I believe in keeping the sale of liquor out of his neighborhood, and for that purpose I propose in a kind and gentle way to suggest to gentlemen that if there is to be an attempt made to prevent a restraint being imposed upon this title, they had better have a quorum of the House present to insure the success of the attempt." (Emphasis added).

Clearly this discussion indicates that the participants did not feel that the lands to be ceded and opened were reservation but that the liquor prohibition should be continued and remain so that the Indians who had an allotment in Mallette County would not be exposed to or affected by or tempted by "demon rum". It is this Court's opinion that the Indian agency and Indian schools provided for in Section 1 of the 1910 Act also fit within this rationale. Congress knew that various members of the Rosebud Sioux Tribe had taken allotments in

the lands soon to be ceded, and these provisions attempted to continue to provide for those people in that area, although the land would no longer be considered as reservation.

Allotments

This Court has discussed, in relation to the allotment sections of the 1907 Act, the United States Supreme Court's recent opinion in the case of Mattz v. Arnett, 93 S.Ct. 2245 (1973). In the Mattz opinion the Supreme Court made reference to the continuing nature of the allotment provisions to buttress its opinion that the Congress of the United States had no intention to extinguish the reservation nature of the lands involved. The 1910 Act which we are concerned with herein, also has certain allotment provisions contained in it

> "Provided, that any Indians to whom allotments have been made in the tract to be ceded may, in case they elect to do so before said lands are offered for sale, relinquish same and select allotments in lieu thereof on the diminished reservation:" (Emphasis added.)

This allotment section is addressed in Senate Report No. 887, 887, 60th Cong., 2nd Sess., p. 2 (1909):

> "It also provides that the Secretary of the Interior in his discretion, may permit Indians who have an allotment within the area proposed to be opened to relinquish such allotments and receive in lieu thereof allotments anywhere within the reservation proposed to be diminished."

This whole concept seems to be contrary to the concept that Mellette County continued as reservation land. In fact, in this Court's opinion, this allotment section provides the strongest indication yet that the area in question was no longer to be considered "Indian land". Congress, in effect, offered to allow Indians to exchange and take their allotments in what would continue to be Indian land so that they might continue to benefit from all of the programs that the government had on the reservation. They need not retain their allotment in what was no longer to be considered a reservation. Clearly there is no other reasonable explanation for such a provision.

Subsequent Enactments

As with the other acts described herein, subsequent acts of Congress lend credence and buttress this Court's opinion as to the effect of the 1910 Act. The Act of March 3, 1919,

40 Stat. 1420, provided as follows:

> "The Secretary of the Interior is hereby authorized to sell and convey to the White River Cemetary Company, for cemetary purposes, for a price not less than the appraised value thereof, a ten acre tract within the former Rosebud Indian Reservation in Mellette County, South Dakota, described as the NE¼ of the SE¼ of the NE¼ of Sec. 34, Twp. 42 N., Rg. 29 W., 6th Principal Meridian, or such part thereof as may be required;"

Again, this is an indication that Congress regarded Mellette County as having been separated from the Rosebud Reservation and restored to the public domain. See, Matts v. Arnett, 93 S.Ct. 2245, 2258 (1973).

Conclusion

Again, the defendant cited to this Court reports and letters from various government bodies, officials and interested people which tend to confirm this Court's opinion that Mellette County was intended to be severed from the reservation and returned to the public domain. The school lands section, the intoxicants section, the allotments section all lend credence to this Court's opinion. This Court feels that the clearest indication yet of the congressional intent to diminish the Rosebud Reservation is expressed in the 1910

Act and the congressional history surrounding that act. It is clear from the congressional history that Congress viewed the 1904, the 1907 and the 1910 Acts as one continuous program of reducing the size of the various Indian reservations in the State of South Dakota so that settlers from the east could come in and acquire the land they so hungered for and so that the Indian people of South Dakota would become "more civilized". There is no doubt in this Court's mind, after having reviewed the contemporary documents from the passage of the 1910 Act, and the congressional history thereof, that the Congress of the United States had the intention of diminishing the Rosebud Reservation and restoring Mellette County to the public domain under the jurisdiction of the State of South Dakota thereby.

CONCLUSION

The plaintiff brought this declaratory judgment action seeking declarations that the acts of Congress discussed herein, did not diminish the Rosebud Sioux Reservation or alter its boundaries from those defined in the Act of March 2, 1889. This Court has felt compelled to investigate and examine the legislative history of the three acts in question

in order to make a determination in this action. See, Mattz vs. Arnett, supra; Seymour v. Superintendent, supra, and United States ex rel. Feather v. Erickson, supra. As the United States Supreme Court said in the Mattz case, "A congressional determination to terminate must be expressed on the face of the act or be clear from the surrounding circumstances and legislative history." 93 S.Ct. 2245, 2258. It is this Court's opinion after having examined all the contemporary legislative materials, various government reports and discussions that the whole content of the acts from 1904 through 1910 had but one purpose in mind. It is clear that the purpose of those acts was to open those reservations to non-Indian settlers and to civilize those areas in what the Congressmen obviously regarded as an uncivilized portion of the United States. As each successive act was proposed in Congress various reports referred to a continuing diminished size of the Rosebud Reservation. Originally the reservation was said to comprise 3,000,000 acres, and later 1,800,000 acres, and finally to comprise a reservation roughly the size of 1,000,000 acres. The allotment sections, the school lands provisions, the many negotiations conducted by Inspector McLaughlin, the congressional reports and debates, and the

subsequent congressional enactments for each act lead this Court to believe and be of the opinion that the surrounding legislative history and the circumstances clearly indicate a congressional intent to separate each of the counties concerned, to return those counties to the public domain, and to extinguish the reservation or "Indian land" nature of those counties thereafter.

Certainly this is the treatment that has been accorded those counties from the time of the acts' passage on. There is no dispute but that the State of South Dakota has treated the counties of Mellette, Tripp, Gregory and what was at that time Lyman County, as portions of the state over which the State of South Dakota can exercise jurisdiction since the passage of those acts. In fact, the Eighth Circuit Court of Appeals has in the past assumed, but clearly without deciding, that Todd County was the Rosebud Reservation and that other acts had affected the territorial nature of the reservation. In Beardsley v. United States, 387 F.2d 280, 285 (8th Cir. 1967), the Court said:

> "All of Todd County is obviously within the original boundaries of the Rosebud Reservation.... Only three acts of Congress have affected the territory of the reservation since its establish-

ment in 1889 and none of these concern Todd County."

The Court then went on to cite the very three acts which this Court is concerned with herein. The above is cited not for the fact that the Eighth Circuit had decided the jurisdictional questions herein, but only for the fact that the jurisdictional boundaries were treated by common usage, to have been diminished by the three acts in question. This is distinguished from the situation in Seymour. See, Seymour v. Superintendent, 368 U.S. 351, 359 (1962).

This Court feels that the following report by the Commissioner of Indian Affairs cited to this Court by the defendants and given in 1912 is very enlightening upon the whole subject discussed at length herein:

> "Under various acts passed by Congress within recent years, certain lands ceded by the Indians to the United States are open to settlement and entry, and the government endeavors to dispose of them at their appraised value to the benefit of the Indians.
>
> "Nearly all such acts contain a clause practically identical with the following:
>
> 'That nothing in this act shall in any manner bind the United States to purchase any portion of the lands herein described...

> or to dispose of said land except as provided herein, or to guarantee to find purchasers for said lands or any portion thereof, it being the intention of this act that the United States shall act as trustee for said Indians to dispose of the said lands, and to expend and pay over the proceeds received from the sale thereof only as received and as herein provided.'
>
> "It has been the practice to consider such lands under the jurisdiction and supervision of the General Land Office from the passage of the act, and the Indians' title thereto extinguished. On this theory the public at large has come to consider said lands a part of the public domain, and the lands have therefore been used indiscriminately by various interests, principally for grazing purposes, without compensation to the Indians.
>
> "By departmental decision of November 27, 1911, it was held in effect that the Indians' title to such land is not extinguished until the date of entry, settlement, or sale, and the Indians are entitled to their use, or to any revenue that may be derived from their use by others, pending date of settlement, sale or entry." Report of the Commissioner of Indian Affairs, p. 51 (1912). (Emphasis added).

The Commissioner did not question that the lands returned to the public domain but only when they did so.

This Court has examined the issues involved here very closely. The decision herein affects a large portion of the State of South Dakota. The decision will have great political, social, cultural and economic effects. From the time these acts were passed, these counties have been treated as outside the Rosebud Sioux Reservation by the settlers, their descendents, the State of South Dakota and the federal courts.

There can be little doubt but that the members of Congress coveted the Indian lands. This Court must determine the intent of Congress as it existed at the turn of the century. Time and again the Indians were given reservations, only to have the settlers' need for land mandate a redefining of the reservation boundaries. While this Court does not necessarily agree with the mores or the methods employed at that time, there is little doubt that the congressmen were engaged in the process with the "doing away" of the reservations. This Court's only function is to determine congressional intent, not to rewrite history.

This Court is aware of the many decisions that various courts have rendered regarding the jurisdictional boundaries of various Indian reservations. However, each congressional act and treaty is different and must be so examined. As the

Eighth Circuit Court of Appeals said in Kills Plenty, et al. v. United States, 133 F.2d 292, 295 (8th Cir. 1943):

> "It can, of course, be argued that the words 'within the limits of any Indian reservation' should mean the same thing in any statute, but the argument, we think, is unsound.... To find that meaning the words must be viewed in their setting and the history and purpose of the act must be considered."

The surrounding circumstances, the history, congressional and otherwise, and various documents, convince this Court that the three acts in question did diminish the Rosebud Sioux Reservation and that the State of South Dakota can exercise jurisdiction over Indian people in the counties of Gregory, Tripp, Mellette, and what was Lyman.

The defendants herein shall forthwith prepare the necessary papers to effectuate the opinion of this Court as expressed in this Memorandum Opinion.

BY THE COURT:

ANDREW W. BOGUE, JUDGE
United States District Court

IV

APPENDIX FOR RESPONDENT

Supreme Court, U.S.
FILED
SEP 9
MICHAEL RODAK, JR., CLERK

IN THE

Supreme Court of the United States

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

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SECTION 1

IN THE UNITED STATES COURT OF APPEALS

FOR THE EIGHTH CIRCUIT

ROSEBUD SIOUX TRIBE, Appellant-Plaintiff,	)	
-vs-	)	No. 74-1211
HONORABLE RICHARD KNEIP, et al., Appellee-Defendant.	)	

Appeal from a judgment of the United States District Court for the District of South Dakota declaring that Congress disestablished three-fourths of the Rosebud Indian Reservation

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BRIEF FOR APPELLANT-PLAINTIFF

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May 1974

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IN THE UNITED STATES COURT OF APPEALS

FOR THE EIGHTH CIRCUIT

ROSEBUD SIOUX TRIBE, Appellant-Plaintiff,	)	
-vs-	)	No. 74-1211
HONORABLE RICHARD KNEIP, et al., Appellee-Defendant.	)	

Appeal from a judgment of the United States District Court for the District of South Dakota declaring that Congress disestablished three-fourths of the Rosebud Indian Reservation

BRIEF FOR APPELLANT-PLAINTIFF

Jurisdictional Statement

The jurisdiction of the district court was invoked under 28 U.S.C. 1362. The judgment below was entered February 15, 1974. (App. I, p. 81.) 1/ The notice of appeal was filed March 13, 1974. (App. I, p. 82.) The jurisdiction of this Court is invoked under 28 U.S.C. 1291. The opinion of the court below appears in Appendix I at pages 27 through 80.

1/ Appendix I, hereinafter cited "App. I, p. ___" includes the portions of this record designated pursuant to Rule 30(b) F.R.App.P. Appendices II, III, IV (hereinafter cited e.g., "App. II, Doc. ___"), are appendices to the brief and include copies of Congressional materials and official documents, mainly from the National Archives.

Statement of the Issue for Review

Whether any of the Acts of April 23, 1904, c. 1484, 33 Stat. 254; March 2, 1907, c. 2536, 34 Stat. 1230; and May 30, 1910, c. 260, 36 Stat. 448, providing for the disposal of unallotted tribal land, disestablished any part of the Rosebud Sioux Indian Reservation as defined in the Act of March 2, 1889, c. 405, 25 Stat. 888?

Statutes Involved

The full text of the three statutes cited in the statement of the issue for review is set out at the end of this brief at pages 60-71, infra.

Statement of the Case

This is an appeal from a declaratory judgment of the United States District Court for the District of South Dakota (Honorable Andrew W. Bogue) holding that Congress disestablished about three-fourths of the Rosebud Sioux Indian Reservation through three statutes enacted in 1904, 1907, and 1910, providing for the disposal of unallotted tribal land.

The reservation status of the Rosebud reservation turns on the meaning and effect of those three statutes. But that meaning and effect takes life only in the context of the history of the reservation. The Sioux landholdings had

early beginnings, but we commence with the famous Treaty of Fort Laramie of September 17, 1851, 11 Stat. 749, where the United States defined and recognized the countries of seven Indian nations including a portion of the country of the Sioux Nation, extending from the Missouri River to the Rocky Mountains.[2/]

Increasing emigration through Sioux country generated hostilities culminating in the Treaty of April 29, 1868, 15 Stat. 635, between the United States and the Sioux.[3/] Article 2 of that treaty established the Great Sioux Reservation embracing all of South Dakota west of the Missouri River and a thin slice of North Dakota.[4/] In the same article the Sioux ceded their country outside of the Great Sioux reservation, retaining hunting and other rights in the ceded area.

In the 1868 Treaty the United States made three solemn promises that have bearing here. First, that the Great Sioux Reservation was "set apart for the absolute and undisturbed use and occupation" of the Sioux (Article 2). Second, that no one other than the Sioux and authorized Federal personnel "shall ever be permitted to pass over, settle upon, or reside" on the reservation (Article 2).

2/ For a general history of the 1851 Treaty see Crow Tribe v. United States, 151 Ct. Cl. 281 (1960), certiorari denied 366 U.S. 294; Sioux Tribe v. United States, 97 Ct. Cl. 613, Fdg. 1, 616-619 (1942), certiorari denied 318 U.S. 789. For a definition of the Sioux country delimited in the 1851 Treaty, see Sioux Nation v. United States, 15 Ind. Cl. Comm. 577 (1965), modified 21 Ind. Cl. Comm. 371 (1969).

3/ Sioux Tribe v. United States, 97 Ct. Cl. 613, Fdgs. 2, 3, 4, pp. 619-627 (1942), certiorari denied 318 U.S. 789.

4/ Cession Nos. 598, 632, Dakota 1, Indian Land Cessions, 18th Annual Report, Bureau of American Ethnology (GPO 1899), generally known as Royce Land Cessions.

Third, that no cession "of any portion or part of the reservation *** shall be of any validity *** unless executed and signed by at least three-fourths of all the adult male Indians" occupying the reservation (Article 12). None of these promises was kept.

The famous Black Hills country of South Dakota located in the western portion of the Great Sioux Reservation was early coveted for its known gold value. Faced with the Sioux refusal to consent to sale by three-fourths of the male adults as required by Article 12 of the 1868 Treaty, Congress abrogated the Sioux rights outside the Great Sioux Reservation and unilaterally took the Black Hills area, about one-fourth of the reservation, without the consent of the Sioux. Act of February 28, 1877, c. 72, 19 Stat. 254.[5] This left about 18 million acres in the reservation.

The process of attrition continued. In 1889 about half of the diminished Great Sioux Reservation was divided into six smaller reservations.[6] With specified exceptions, the estimated 9.2 million acres[7] outside of the six reservations were explicitly "restored to the public domain" to be sold at prescribed prices

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5/ Sioux Tribe v. United States, 146 F.Supp. 229 (1956) not in the official Court of Claims reports because the decision was vacated and the case remanded for new trial for reasons not pertinent here. An account of the post-decision proceedings appears in 182 Ct. Cl. 912-913 (1968). A history of this phase is set out in some detail in Sioux Tribe v. United States, 33 Ind. Cl. Comm. 151, 159-163 (1974) where the Indian Claims Commission held that the 1877 Act constituted a taking under the Fifth Amendment (idem, 218).

6/ The Santee Sioux reservation in Nebraska was not carved out of the Great Sioux Reservation. At the time of the 1889 Act the Santee Sioux already possessed a reservation in Nebraska. Act of March 2, 1889, supra, sec. 7.

7/ Acreage from Sioux Tribe v. United States, 105 Ct. Cl. 658, 710 (1946).

with the net proceeds credited to the Sioux. Act of March 2, 1889, c. 405, secs. 1-6, 21, 22, 25 Stat. 888 (referred to by the Indians as "General Crooks Treaty"). Section 19 continued in force all the provisions of the 1868 Treaty. The 1889 Act was executed and signed by at least three-fourths of the male adult Sioux, as required by Article 12 of the 1868 Treaty, reaffirmed by Section 28 of the 1889 Act, and spelled out in the President's Proclamation of February 10, 1890 (26 Stat. 1554), confirming the Indian approval of the 1889 Act. One of the six smaller reservations defined in the 1889 Act was Rosebud, "set apart for a permanent reservation for the Indians receiving rations and annuities at the Rosebud Agency."

The 1889 Act (secs. 8-11) directed that allotments of reservation lands be made to each Indian man, woman, and child, within each of the six reservations. The Act also authorized the Secretary to negotiate within each reservation for the purchase of such unallotted land as the tribe shall "consent to sell" (sec. 12).

Commencing with Rosebud in 1904 and continuing until 1910, the United States, without the required "consent to sell", unilaterally opened to settlement the unallotted tribal land on five of the six reservations. This was

accomplished through eight statutes,[8] often termed "surplus" land statutes because the Government referred to the land as "surplus" to the Indians' needs. In no instance did the Tribe sell and the United States buy the tribal land. In no instance was the land restored to the public domain. In no instance did three-fourths of the Sioux male adults consent as required by Article 12 of the 1868 Treaty and section 28 of the 1889 Act.

Three of the eight surplus land statutes related to the Rosebud reservation. As delimited in the 1889 Act, the Rosebud reservation contained 3,228,160 acres (1 Kappler 1041), embracing all of present day Todd, Mellette and Tripp counties, most of Gregory and a few townships in Lyman county. The three Rosebud "surplus" land statutes affected 2, 442,318 acres covering three-fourths

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8/ a. Rosebud: Act of April 23, 1904, c. 1484, 33 Stat. 254, affecting tribal reservation lands in Gregory and Lyman counties; Act of March 2, 1907, c. 2536, 34 Stat. 1230, affecting tribal reservation lands in Tripp County; and Act of May 30, 1910, c. 260, 36 Stat. 448, affecting tribal reservation lands in Mellette and Washabaugh counties. (The county lines were redefined in 1911 so that the reservation lands in Washabaugh fell into Mellette county. S.D. Session Laws, 1911, c. 108, sec. 2.

b. Pine Ridge: Act of May 27, 1910, c. 257, 36 Stat. 440, affecting tribal reservation lands in Bennett County.

c. Cheyenne River: Act of May 29, 1908, c. 218, 35 Stat. 460, affecting tribal reservation lands.

d. Standing Rock: Act of May 29, 1908, supra, and Act of February 14, 1913, c. 54, 37 Stat. 675 affecting tribal reservation lands in North Dakota and South Dakota.

e. Lower Brule: Act of April 21, 1906, c. 1645, 34 Stat. 124, affecting tribal reservation lands.

f. Crow Creek: No comparable statute since the initial reservation was so small.

of the Rosebud reservation, -- all but the portion in Todd county. GAO report, pp. 1619, 1653, 1707-08. (App. IV, Doc. 55.)[9]

By 1901, 4508 allotments had been made pursuant to sections 8-11 of the 1889 Act.[10] The allotments were spread throughout the Rosebud reservation and 4917 Indians were living in all of the present day counties and portions of counties within the reservation.[11] CIA, 1901, p. 371. (App. IV, Doc. 40A.) In 1901 the United States negotiated an agreement for the voluntary sale by the Tribe of 416,000 acres of unallotted reservation lands in Gregory county for $1,040,000. The Indians consented by the requisite three-fourths majority of the male adults. Agreement of September 14, 1901, printed in Sen. Doc. 31, 57th Cong., 1st sess. (1901). (App. II, Doc. 3, p. 28.) But Congress never ratified the sale. (App. I, op. 34.) Instead, by the 1904 Act, and twice again by the 1907 Act and the 1910 Act (p. 6, fn. 8, supra), Congress unilaterally, without the consent of the Tribe, directed that unallotted lands identified in those acts, be disposed of under the homestead and townsite laws at the prescribed prices, with the proceeds to be credited to the Tribe.

9/ "GAO" - General Accounting Office reports furnished by the Comptroller General to the Court of Claims in connection with Indian claims cases before the court. Area of Rosebud Reservation in Gregory county - 521,512.56 acres (p. 1619); in Tripp county -- 1,083,680.11 acres (p. 1653); and in Mellette county -- 837,125.78 acres (p. 1707). Total -- 2,442,318 acres.

10/ A copy of an early, large official map found in the National Archives showing the location of the allotments will be available, with the consent of the Court, at oral argument.

11/ "CIA" - Report of the Commissioner of Indian Affairs.

In addition to the 4508 allotments made up to 1901, allotments continued to be made in the areas affected by the three Rosebud statutes until the dates the President proclaimed the "surplus" lands open for disposal in 1904, 1908, and 1911, respectively.[12/] Consequently, when the lands were ultimately opened, the nonIndian homesteaders found the Indian allottees already in the area. Over the years, this intermixture also led to conflicts when the State and its political subdivisions, in derogation of tribal and Federal law, undertook to subject reservation Indians to State law. (App. I, op. 28.) To resolve these problems, this suit was instituted in the name of the Tribe by legal assistance lawyers acting without an approved contract under 25 U.S.C. 81 et seq.

The complaint, as amended, named as defendants, the four counties (Gregory, Lyman, Tripp, Mellette), the Governor and the Attorney General of South Dakota. Later the United States was joined as a defendant. (App. I, caption docket entries; docket entry, 1/11/73.) The amended complaint charged that the State of South Dakota and the counties were exercising jurisdiction over Indians on those portions of the reservation within the four counties. The Tribe asked for a judgment declaring in effect that the boundaries of the reservation as fixed by the 1889 Act, were not affected by the three "surplus" land statutes of 1904, 1907, and 1910. (App. I, pp. 9-10.)

1/ Proclamations of May 13, 1904 (32 L.D. 622); August 24, 1908 (37 L.D. 122); and June 29, 1911 (40 L.D. 164). Up to June 30, 1926, a total of 8,574 allotments had been made on Rosebud to Indians of the Rosebud reservation. GAO report, Vol. I, p. 263, Court of Claims No. C-531 (1934). (App. IV, Doc. 54.)

The answer of the United States preserved its defense of sovereign immunity, but otherwise agreed with the substantive claim of the Tribe. (App. I, p. 26.)

The defendants' answers admitted that State jurisdiction was being exercised over Indians within the counties as charged in the amended complaint, but defended on the ground that such territory was not within the exterior boundaries of the Rosebud reservation. (App. I, pp. 10-24.)

The Tribe through the legal assistance lawyers, argued to the district court that there was no controlling distinction between the three "surplus" land statutes affecting Rosebud, and the "surplus" land statutes construed not to disestablish the reservations in Seymour v. Superintendent, 368 U.S. 351 (1962); City of New Town, North Dakota v. United States, 454 F.2d 121 (C.A. 8, 1972); United States v. Erickson, 478 F.2d 684 (C.A. 8, 1973); and State v. Molash, 199 N.W.2d 591 (S.D. 1972).

The defendant Attorney General of South Dakota filed a separate brief attacking the validity of this Court's construction of "surplus" land statutes, similar to Rosebud's, in City of New Town and Erickson, supra. The defendant Attorney General suggested that this Court "would appear to be in substantial conflict as to its interpretation of the legislative history of the Rosebud and similar Acts" and therefore the trial court was free to "make an independent evaluation of the legislative history of the Rosebud Acts ***." (p. 8 of trial brief for defendant Attorney General, reproduced in Appendix IV, Doc. 57).

The defendant four counties, referring to Seymour, New Town, Erickson, and Molash, as "recent decisions", argued that those recent decisions should not be followed because they were based on an inadequate legislative and historical review.[13] In fact, the four counties told the trial court that it was:

> "*** the first court to have the opportunity of deciding the issue in its proper historical perspective and in light of the legislative history available --
>
> * * * * * * * *
>
> Because at the time the recent decisions were made, not one of the courts involved was presented with either the legislative and historical origins of this particular form of reservation legislation or the legislative history of the particular act under consideration." (emphasis in original.) [14]

The trial court briefs of the defendant four counties were heavily interlarded with selected excerpts from documentary material in support of their argument that Congress intended to disestablish the portions of the reservation affected

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13/ The four counties told the trial court "*** that none of these [recent] decisions has been made in light of either an adequate legislative history of the particular act under consideration or the historical origin of the acts in general. As a result, the recent decisions have accepted a proposition similar to plaintiff's position that the acts 'were not expressions of Congressional intent to diminish or alter the boundaries of the Rosebud Reservation'." The full text appears on page 1 of the four counties brief reproduced in Appendix IV, Doc. 58.

On page 48, fn. 24 of the same brief, the four counties observed that they could not find legislative materials, which they deemed pertinent, in the Supreme Court briefs in Seymour, and implied that the Supreme Court must have decided Seymour without adequate legislative history. The full text of page 48 of the four counties' brief below is reproduced in App. IV, Doc. 58.

14/ Four counties brief below, page 45, reproduced in Appendix IV, Doc. 58.

by each of the three surplus land statutes of 1904, 1907 and 1910. Despite the four counties' charge that the Supreme Court, this Court and the Supreme Court of South Dakota rested their decisions in the "recent" cases on inadequate legislative and historical review, the four counties did not place in the record, or furnish as appendices to their briefs below, the documents that they say make their case.

The district court ruled against the Tribe. In an extensive opinion (53 pages), the court recognized the principle that Indian statutes must be liberally construed with all doubt resolved in favor of the Indians, and the guidelines controlling the construction of the three Rosebud statutes. The court expressed awareness that its decision would have "great political, social, cultural and economic effects." (App. I, op. 30-36, 78.) Nevertheless, the court was convinced that the "surrounding legislative history and circumstances clearly indicate a Congressional intent [manifested by the three Rosebud statutes] to separate each of the counties concerned, to return those counties to the public domain, and to extinguish the reservation or 'Indian land' nature of those counties thereafter." (App. I, op. 75.) This conviction, based on the premise that the surplus land statutes extinguished Indian title and restored the land to the public domain, is the basis for the district court's judgment, declaring that the 1904, 1907, and 1910 Acts "did extinguish the reservation or 'Indian land' nature of the unallotted surplus lands in said counties by returning them to the

public domain, and did diminish the geographical location of the boundaries of the Rosebud Sioux Reservation to coincide with the boundaries of Todd County, South Dakota." (App. I, p. 82.)

This appeal followed.

Argument

I. The controlling principles of law constrain against disestablishment of an Indian reservation.

The law is established that "when Congress has once established a reservation all tracts included within it remain a part of the reservation until separated therefrom by Congress." United States v. Celestine, 215 U.S. 278, 285 (1909), most recently quoted with approval in Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 106 (1973). "A congressional determination to terminate must be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history." Mattz v. Arnett, ubi supra. This Court recently has twice defined the principles and guidelines governing the determination of whether an act of Congress destroyed or dissolved or terminated the reservation status. City of New Town, North Dakota v. United States, 454 F.2d 121, 125 (C.A. 8, 1972); United States ex rel. Feather v. Erickson, 489 F.2d 99, 101 (C.A. 8, 1973), petition for a writ of certiorari filed April 8, 1974 (42 U.S.L.W. 3595).

One of the effects of disestablishing the reservation is to destroy its status as Indian country as defined in 18 U.S.C. 1151, to eliminate tribal and Federal jurisdiction, to subject the Indians to the loss of Federal and tribal benefits available only to reservation Indians, and to expose the Indian people to state laws, state taxes, state police, state courts and state officials. Unfortunately, attitudes of hostility and discrimination were in full flow when the three Rosebud statutes were enacted. Indeed, these attitudes evoked expressions of judicial concern for the Nation's tribal wards, such as are found in United States v. Kagama, 118 U.S. 375, 383-384 (1886), and similar cases.

The effect of disestablishment and the nature of the controlling guidelines make clear that these are not cases where the court will strain to terminate reservation status. The search should not be for the remote, or the stretch for the obtuse. Even where the question is close, and here it is not, "a holding favoring federal jurisdiction is required unless Congress has expressly or by clear implication diminished the boundaries of the reservation opened to settlement". (emphasis in original.) United States v. Erickson, 478 F.2d 684, 689 (C.A. 8, 1973) quoted with approval in Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 106, n. 23 (1973). Guided by these principles, we turn to the issue of whether any of the three Rosebud "surplus land" statutes express a Congressional determination to terminate. Resolution of that issue calls for examination of the purposes and language of the statutes, their history and background.

II. The three Rosebud statutes did not disestablish any part of the Rosebud reservation.

A. The purpose of the statutes did not require alteration of the reservation boundaries. The prime purpose of the three statutes was to make reservation land available for settlement and in this fashion carry out the Federal policy of planting among the Indians the "civilizing" influence of the white man. The statutes were designed to bring to the allottees among whom the homesteaders would settle, the opportunity to learn from their white neighbors how to be farmers and stockmen. See Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 101-102 (1973).

Thus, with reference to the bill that became the 1904 Act without the Indians' consent, the House Committee on Indian Affairs reported that opening the Gregory county lands to settlement "will enhance very materially the value of the 452 Indian allotments which are within the area proposed to be ceded, and it will also bring the Indians into contact with their white brothers, and give them the benefit of learning how to farm and raise stock from actual observation, and it will tend to make them more self supporting ***." H. Rept. 443, 58th Cong., 2d sess., p. 3 (January 21, 1904). (App. II, Doc. 14.)[15/] The Senate Committee on Indian Affairs, adopted as its report the House report. S. Rept. 651, 58th Cong., 2d sess. (February 4, 1904), reprinted in full in 38 Cong. Rec. 4985-88, April 18, 1904. (App. II, Doc. 16.)

15/ Similar language is found in 45 Cong. Rec. 5457 (April 27, 1910), (App. III, Doc. 33), quoted in the opinion below, App. I, op. 66.)

As in Seymour v. Superintendent, 368 U.S. 351, 356 (1962), the Rosebud statutes "did no more than open the way for non-Indian settlers to own land on the reservation in a manner which the Federal Government, acting as guardian and trustee for the Indians, regarded as beneficial to the development of its wards."

Thus we see, that to accomplish the objective of the three Rosebud acts, it was not necessary to destroy the reservation status, or to alter the boundaries, delimiting "a permanent reservation" solemnly secured to the Indians by the 1868 Treaty for their "absolute and undisturbed use and occupation."

The district court did not adopt this view of statutory construction.

B. The language of the three statutes rejects disestablishment of any part of the reservation. The construction of the Rosebud statutes is controlled by "the general rule that statutes passed for the benefit of dependent Indian tribes or communities are to be liberally construed, doubtful expressions being resolved in favor of the Indians." Alaska Pacific Fisheries v. United States, 248 U.S. 78, 89 (1918). Also, Choctaw Nation v. Oklahoma, 397 U.S. 620, 631 (1970); Peoria Tribe v. United States, 390 U.S. 468, 472-473 (1968); United States v. Santa Fe Pacific Railroad Co., 314 U.S. 339, 354 (1941); United States v. Celestine, 215 U.S. 278, 290 (1909).

The canons of construction are but tools to carry out the predicate of the Supreme Court decisions, that the duties owed by the United States to Indian tribes with which it deals are to "be judged by the most exacting fiduciary standards." Seminole Nation v. United States, 316 U.S. 286, 297. "These Indian tribes are the wards of the Nation." United States v. Kagama, 118 U.S. 375, 383. (Emphasis in original.) "*** the United States occupies the position and assumes the responsibilities of virtual guardianship, bound by every moral and equitable consideration to discharge its trust with good faith and fairness." United States v. Payne, 264 U.S. 446, 448. "The parties are not on an equal footing, and that inequality is to be made good by the superior justice which looks only to the substance of the right, without regard to technical rules framed under a system of municipal jurisprudence, formulating the rights and obligations of private persons, equally subject to the same laws." Choctaw Nation v. United States, 119 U.S. 1, 28 (1886). (emphasis in original.)

These broad and humane principles invoke the highest standards of honor and morality fitting to the situation where the guardian deals for the land of its unprotected and trusting ward. They take on double significance, where, as here, the United States represents conflicting interests -- the fiduciary relationship of the voteless Indian whose land it held in trust, versus the non-Indian citizens who demanded the reservation lands for settlement. "That no man can serve two masters is gospel as well as law. There can be no halfway ground. ***." Ottawa Tribe v. United States, 166 Ct. Cl. 373, 379 (1964), certiorari denied 379 U.S. 929. In the context of these precepts we examine the language and administrative construction of the three Rosebud statutes.

1. There is no language of disestablishment. As pointed out by the Supreme Court "Congress has used clear language of express termination when that result is desired." Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 106, fn. 22 (1973), listing examples. Nothing on the face of the three Rosebud statutes expressly disestablishes any part of the reservation, or purports to alter the reservation boundaries. Not one word in any of the three statutes expresses the clear intent essential to ascribe to Congress the intent to wipe out the reservation status and leave hundreds of Indians residing in the affected areas outside of the reservation and subject to the jurisdiction of the State. Indeed, there are no controlling language differences between the three Rosebud statutes and the statutes adjudicated not to have disestablished the reservations they affected. Seymour v. Superintendent, 368 U.S. 351 (1962); City of New Town, North Dakota v. United States, 454 F.2d 121 (C.A. 8, 1972); United States v. Erickson, 478 F.2d 684 (C.A. 8, 1973).

a. The language of the three Rosebud acts. The substance of all three statutes is the same. All three, without the consent of the Indians, unilaterally directed the disposal of the land with the United States acting as trustee to sell the land and credit the proceeds to the Tribe. Only the format, but not the substance, of the 1904 Act differs from the 1907 and 1910 Acts. The portion of the opening section of the 1904 Act preceding the enactment clause, sets out pro haec verba the six articles of the unratified agreement of September 14, 1901 to sell 416,000 acres of Gregory county land for $1,040,000. It is followed by the

Congressional version of the same agreement as unilaterally amended, including omission of the sixth article which called for ratification by Congress. (See page 7, supra.) The format was a camouflage, -- a pretense to give the statute the face of an agreed transaction. In fact, all three statutes simply directed the Secretary to open the land for settlement and credit the proceeds to the Tribe, after first granting the school sections to the State and making minor reservations. (See p. 34, infra.)

(1) The United States not a purchaser. All three statutes affirmatively spelled out that except for the school lands, the United States was not buying the land or guaranteeing to find purchasers, but was simply acting "as trustee for said Indians to dispose of said lands to expend and pay over the proceeds received from the sale thereof only as received ***." (1904 -- sec. 6; 1907 -- sec. 8; 1910 -- sec. 11.) The district court did not discuss or attempt to reconcile its conclusion of disestablishment with the Government's disavowal of purchase.

(2) Deposit of proceeds to the Tribe's credit. All three statutes directed that the proceeds of disposal be deposited in the Treasury to the credit of the Indians belonging and having tribal rights on the Rosebud reservation. (1904 -- sec. 3; 1907 -- sec. 5; 1910 -- sec. 7.) If the trial court is right and each statute terminated a portion of the reservation, the Indians in the disestablished portion would not share in the benefits of those moneys since they would no longer be "Indians belonging to and having tribal rights on the Rosebud Reservation"

While the district court was aware that this was the effect of its holding, it considered that such was the Congressional intent. (App. I, op. 71.) The district court makes no reference to the statutory mandate that the proceeds of disposal be credited to the Tribe, although the Supreme Court cases holding that surplus land statutes do not extinguish title rest on this feature. (The Supreme Court decisions are discussed at pages 36-40, infra.)

(3) Treaty benefits. All three statutes specified "that nothing in this agreement [Act] shall be construed to deprive the said Indians of the Rosebud Reservation, South Dakota, of any benefits to which they are entitled under existing treaties or agreements, not inconsistent with the provisions of this agreement." (1904 -- sec. 1, Art. 5; 1907 and 1910 Acts -- last proviso.)

One of the treaty benefits was the right to a defined reservation. That right was initiated in Article 2 of the Treaty of April 29, 1868, supra, establishing the Great Sioux Reservation, "for the absolute and undisturbed use and occupation of the Indians ***" from which the 1889 Act carved Rosebud "for a permanent reservation". Section 2 of the 1889 Act resecured to the Rosebud Indians "all the title and interest of every name and nature secured" by the Treaty of 1868. We see then that each of the three statutes expressly preserved to the Rosebud Tribe its right to the reservation as defined, secured, and resecured in the 1868 Treaty and 1889 Act.

Contemporaneous with the 1904 Act, the estimated 500 Indians with 452 allotments in the Gregory county portion of the reservation were "Indians of the Rosebud Reservation" protected by the treaty benefit language set out in the

last article of section 1 of the 1904 Act. Similarly, the 500 Indians and 2600 allottees in the Tripp county portion of the reservation, and the 1400 Indians and 4230 allottees in the Mellette county portion of the reservation, were correspondingly protected by the same language in the last proviso of the 1907 and 1910 Acts.[16/]

The treaty benefit language precludes the notion that Congress, at one and the same time, renewed treaty promises to maintain the reservation, and altered the reservation boundaries so as to strip the reservation Indians of their Federal and tribal rights to be free of State jurisdiction. To disestablish or dissolve the reservation status is to read the benefit provisions out of the three statutes.

Although the identical treaty benefit language was deemed significant by this Court in City of New Town, North Dakota v. United States, 454 F.2d 121, (C.A. 8 1972), the court below made no reference to that language in its opinion. In New Town this Court pointed out that a Congressional intent to abrogate treaty rights is not to be lightly imputed to Congress; that the right to a reservation was preserved, there by an 1886 agreement, here by the 1868 Treaty and the 1889 Act; and that the right to have the reservation boundaries remain undiminished is specifically recognized by the treaty benefit provisions of the three Rosebud acts just as it was in the Fort Berthold 1910 Act.

16/ The number of allotments and the Indian population by counties are based on a 1913 report by the Superintendent, Rosebud Indian Agency. (App. IV, Doc. 42.) No comparable figures were found for earlier dates.

(4) Reservation of land for Indian purposes. The 1904 Act (sec. 2) and the 1910 Act (sec. 1) authorized the reservation of land for agency (sub-issue station), Indian school and religious purposes. This is consistent with leaving the reservation boundaries untouched. On the other hand, terminating the reservation status and setting land aside for future use for agencies to serve the Indians, for Indian school and for missions, all for the benefit of the resident Indians, cannot be reconciled with termination of reservation status.

(5) Townsites. The 1904 Act did not provide for townsites, again probably because it originated as an outright cession under which townsites would be provided under the public land laws. Act of March 3, 1863, c. 80, sec. 1, 12 Stat. 754, and Act of March 3, 1877, c. 113, 19 Stat. 392. Section 4 of the 1907 Act authorized the Secretary to reserve land for townsite purposes with the net proceeds from the sale of such lands to be paid to the Indians.

Section 3 of the 1910 Act authorized the Secretary to reserve land for townsite purposes, to set apart and patent to the municipality up to 10 acres in each townsite for school, park and other public purposes, and to pay 20% of the proceeds from the sale of town lots for the construction of school houses or other public buildings or in improvements in the townsites and to credit the Indians with the balance. The contribution of 20% of the Indians' money to pay for public structures in towns and the donation of tribal land for schools, parks and other purposes can be rationalized only if the Indians were to share in the benefits as residents of the reservation. Any other view would charge Congress with an intent to defraud -- an interpretation to be avoided. The opinion below makes no reference to this gratuity feature of the townsite provisions.

(6) Reservation of timber land. The 1904 and 1907 Acts fixed arbitrary prices for the lands. The 1910 Act (sec. 4) called for classification and appraisal before disposal and reserved to the Tribe the land classified as timber. If, as held below, that portion of the reservation were being wiped out and Indian title extinguished, why reserve timber lands to the Tribe? Why leave the Tribe with vested interests? The opinion below is silent of the point.

(7) Allotments. The 1907 Act (sec. 2) conferred on Indians living in the affected area (Tripp county) the option of relinquishing their allotments and selecting allotments "anywhere within said reservation", and in addition, directed the Secretary to grant an allotment to each eligible unallotted child. The 1910 Act (sec. 1) granted to Indian allottees the option to relinquish their allotments within the affected area (Mellette county) and select lieu allotments "on the diminished reservation". Section 2 directed that before the lands were opened "the allotments within the portion of the said Rosebud Reservation to be disposed of as herein prescribed shall have been completed." The 1904 Act contained no allotment provisions doubtless because it originated as an outright cession. (See p. 7, supra.) The district court's reliance on the allotment provisions, as supporting its conclusion of disestablishment is discussed at pages 23-29, infra.

(8) The school land grant. All three statutes granted the school sections or equivalent lands to the State for which the United States was to pay $2.50 per acre. (1904 -- sec. 4; 1907 -- sec. 6; 1910 -- sec. 8.) (The district court's reliance on the school land provisions is discussed at pages 30-31 infra.)

(9) Liquor laws. Section 10 of the 1910 Act made the liquor laws of the United States applicable to all land, Indian and nonIndian, in the affected area for a period of 25 years, -- the term of the trust patents issued to the allottees. To the district court this liquor provisions was clear indication of the Congressional intent that "this was not to be considered henceforth Indian land." (App. I, op. 67.) We deal further with the district court's views on the liquor laws at pages 31-33, infra.

2. The district court misconstrued the allotment, school land, and intoxicant provisions of the three statutes. In support of its judgment of disestablishment the district court placed primary reliance on its reading and construction of the allotment, school land and intoxicant provisions of the three Rosebud statutes. (App. I, op. 43-46, 54-58, 66-72.) In all three instances the court's analysis and conclusions are erroneous.

a. The allotment provisions of the 1907 and 1910 Acts. The district court quoted in part from Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 106 (1973) where the Supreme Court observed: "A second conclusion is also inescapable. The presence of allotment provisions in the 1892 Act cannot be interpreted to mean that the reservation was terminated." (App. I, op. 56.)[17/] Although, elsewhere the court subscribed to the proposition that each congressional act and treaty is different and must be so examined (App. I, op. 49-50), it undertook to distinguish the Rosebud allotment provisions from those in Mattz. (App. I, op. 56-58, 70-71.)

17/ To this the district court might have added the Supreme Court's statement (idem, p. 102): "Rather, allotment under the 1892 Act is completely consistent with continued reservation status."

In the first place, when dealing with Indian statutes, substance, not form controls. Courts do not play with differences in provisions among statutes relating to different tribes, where such differences are compelled by circumstances present in one case and not the other. In Mattz and this case, the underlying policy expressed by the General Allotment Act of 1887 was the same - continue the reservation system and the trust status. Allot tracts to individual Indians. Make unallotted lands available to nonIndians "with the purpose, in part, of promoting interaction between the races of encouraging Indians to adopt white ways." (Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 101-102 (1973). When all the lands had been allotted and the trust period expired, the reservation could be abolished.[18/]

In the second place, in Mattz, there was legislative hostility to allotments and to the reservation. (37 L.ed.2d 103-105.) It was "against this background of repeated legislative efforts to terminate the reservation, and to avoid allotting reservation lands to the Indians, that the 1892 Act was introduced." (Idem, p. 105.) Prior to the 1892 Act in Mattz there had been no recognized reservation. There had been no allotments. Not even the sites of Indian villages and settlements were protected. This accounts for the Mattz allotment language allowing one year for allotments and protecting the sites of Indian villages and settlement. This is the language that the court below ruled distinguishes Mattz, pointing out that the Rosebud Acts did not have a comparable one year allotment provision. (App. I, op. 57-58; 70.)

18/ Congress extended the trust period for individual allotments at Rosebud by the Indian Reorganization Act of June 18, 1934, c. 576, 48 Stat. 984 (25 U.S.C. 462).

Of course, no comparable language is in the Rosebud statutes. Allotments had been underway on the Rosebud reservation since the 1889 Act. There was no occasion to allow a year, as in the case of Mattz where the Indians had never been allotted. There was no occasion to reserve title to Indian villages. All the land embraced in the entire Rosebud reservation had been confirmed to the Sioux since the 1851 Treaty of Fort Laramie, reconfirmed in the 1868 Treaty, and segregated and reconfirmed for the Rosebud in the 1889 Act. This points up the validity of the rule that language in one Indian statute cannot control the intent of Congress in a different statute dealing with another tribe and another fact situation.

In the third place, in drawing its parallel with Mattz, the district court incorrectly read the allotment language of the Rosebud 1907 Act and misconstrued the language of the Rosebud 1910 Act.

(1) The district court incorrectly read the allotment language of Section 2 of the 1907 Act. Referring to the allotment provisions of the 1907 Act, the district court confined itself to the relinquishment language (App. I, op. 56-57), and concluded that the "clear import of that section is that the Indians in the portion soon to be opened, were allowed to relinquish that part of the reservation and remove to the diminished portion of the reservation." (App. I, op. 57.) This view will not withstand analysis.

The relinquishment language is plain. No matter where an allotment was on the reservation, the allottee could exchange for an allotment "anywhere within

said reservation", including the Tripp county portion. This was explicitly spelled out in the reports to both the House and the Senate, explaining as follows:

> "The bill further provides that before proclamation of the President, declaring the land open for settlement, the Indians within the reservation may relinquish allotments and select allotments in any other portion of the reservation, including the tract affected by this bill [Tripp county]. The purpose of this is to provide an opportunity for the Indians to relinquish worthless lands that they may have selected heretofore, and take better or more desirable lands in lieu thereof." 19/

H. Rept. 7613, 59th Cong., 2d sess., p. 3 (1907), adopted in toto in S. Rept. 6838, 59th Cong., 2d sess. (1907). (App. III, Docs. 21, 23, see p. 22, supra.) The trial court's construction is in direct conflict with the plain language of the 1907 Act and the committee reports.

The same sentence relating to relinquishment construed by the trial court directed that 160 acre allotments be granted to each eligible Indian child. (See p. 22, supra.) We have no 1907 figures, but in 1913 there were about 500 Indians and about 2600 allotments in the Tripp county portion of the reservation. (See pp. 19-20, fn. 16, supra.) Although sections 8-11 of the 1889 Act provided continuing authority to allot within the Rosebud Reservation, apparently an administrative delay had resulted in a backlog of some 600 or 700 Indians on the reservation who were without allotments. The Indians had complained about this at the council proceedings. (Council proceedings, January 18, 1907, p. 14.) (App. III, Doc. 19.) It was in response to that complaint that Congress in the 1907 Act directed the Secretary of the Interior to issue allotments to the unallotted, eligible children.

19/ Emphasis supplied throughout this brief unless otherwise indicated.

Such allotments could be made anywhere on the reservation, including Tripp county, affected by the 1907 Act, up to the date that the President proclaimed the lands open. Had Congress intended to dissolve the reservation status of the Tripp county portion of the reservation, it hardly would have provided for 160 acre allotments anywhere on the reservation, including Tripp county.

(2) The district court omitted part and incorrectly construed the remainder of the allotment language in the 1910 Act. Section 1 of the 1910 Act offered allottees on the affected portion of the reservation (Mellette county), the option to relinquish their allotments before the lands were offered for sale and to select lieu allotments "on the diminished reservation". The district court considered this allotment provision to be "the strongest indication yet that the area in question was no longer to be considered 'Indian land'." (App. I, op. 71.) The court viewed the option provision as a Congressional offer to allow Indians to move out of Mellette county "to exchange and take their allotments in what would continue to be Indian land so that they might continue to benefit from all of the programs that the government had on the reservation." (Idem, op. 71.)

About the time of the Act of May 30, 1910, there were at least 1400 Indians and in excess of 4200 allotments in Mellette county. Indian Population in United States and Alaska 1910, (GPO 1915); letter dated April 26, 1913, Superintendent to Commissioner of Indian Affairs (App. IV, Doc.42). The President opened the land for settlement thirteen months later, on June 29, 1911 (40 L.D. 164). The

district court construed the statute to mean that Congress was telling some 1400 resident Indians that if they wanted to remain reservation Indians and receive the benefits of Government programs, they had 13 months in which to relinquish their homes of perhaps 20 years standing in Mellette county, surrender their improvements to the land, uproot their families and community ties, and remove themselves and their belongings to whatever allotments could be found in the picked-over remainder of what constituted the trial court's "reservation" at that time -- i.e., Todd county.

Fortunately, the facts do not compel so insensitive a result. The word "diminished", as used in the 1910 Act must be delegated its place in the total context. The expression "diminished reservation", as well as the stronger expression "restored to the public domain", appear in the Act of May 29, 1908, 35 Stat. 460, a surplus land statute affecting both the Cheyenne River and Standing Rock reservations, two of the six Sioux reservations segregated under the 1889 Act (page 6, fn. 8, supra). The two expressions were advanced as proof of the Congressional intent to dissolve the Cheyenne River reservation. This Court rejected the contentions in United States v. Erickson, 478 F.2d 684, 687-688 (C.A. 8, 1973). There is no occasion here to discuss the phrase "restored to the public domain" because it does not appear in any of the Rosebud statutes. As to "diminished" this Court pointed out that the reservation may be "diminished in land size *** without changing the reservation boundaries (idem, p. 687). The court below made no reference to Erickson in reaching its conclusion with respect to the word "diminished".

"Diminished" also may have been used as a shorthand term of identification. Compare Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92 where the statute directed that all of the surplus lands embraced in "what was the Klamath River Reservation" be opened under the public land laws. The Supreme Court stated (p. 102) that the reference to the reservation in the past tense "is not to be read as a clear indication of congressional purpose to terminate", but seems (p. 103) "merely to have been a natural, convenient, and shorthand way of identifying the land subject to allotment under the 1892 Act. We do not believe the reference can be read as indicating any clear purpose to terminate the reservation directly or by innuendo."

Finally, the district court omitted all reference to the provision of Section 2 of the 1910 Act directing that all allotments within Mellette county be completed before the land was opened. That provision was construed by the Bureau of Indian Affairs to provide "for allotments in the opened territory to every man, woman, and child who has not heretofore received an allotment; ***." Letter dated November 12, 1910, Assistant CIA. (App. IV, Doc.40B.) Thus, according to the district court, when Congress authorized fresh allotments in Mellette county, it at the same time intended to dissolve that portion of the reservation because it required Indians who wanted to give up their allotments, to take lieu allotments outside of Mellette county.

Thus, the foundation falls away from the trial court's conclusion of disestablishment resting on the allotment provisions. What the district court conceived to be evidence of an intent to dissolve the reservation status, in fact reaffirms the intent to preserve the reservation status.

b. The school land grants. Each of the three Rosebud statutes granted sections 16 and 36, or equivalent land, to the State for school purposes. The district court considered these grants as strong evidence of an intent to wipe out the reservation status. (App. I, op. 43-46; 54-56; 66-67.) The court pointed to South Dakota's Enabling Act specifying that lands in "Indian, military or other reservations" were not available to satisfy the Federal school grant until "the reservation shall have been extinguished and such lands be restored to *** the public domain."[20/] (Idem, op. 43.) The district court inversly reasoned that by the 1904 Act, title to the tribal land must have been "extinguished and the lands restored to the public domain" because otherwise under the language of the enabling act the school grant would not apply. (App. I, op. 44.)

The court was in error. The reverse is true. The sections 16 and 36 within the Rosebud reservation were never public land. Title was not extinguished. The reservation was not disestablished. (See cases discussed at pages 36-40.) If the explicit grant of the school lands had not been written into each of the Rosebud statutes, the school sections would have remained Indian land. Minnesota learned this when it undertook to satisfy its school grant out of Chippewa reservation lands affected by a surplus land statute substantively the same as the Rosebud statutes. Minnesota v. Hitchcock, 185 U.S. 373 (1902).

20/ This provision is not unique. It appears in the Enabling Acts of North Dakota involved in the Fort Berthold statute, which this Court held did not disestablish the reservation. City of New Town, North Dakota v. United States, 454 F.2d 121 (C.A. 8, 1972). It also appears in the Enabling Act of the State of Washington involved in the case of Seymour v. Superintendent, 368 U.S. 351 (1962).

Again the district court's position that the school land provisions demonstrated disestablishment of the reservation is left without foundation.

c. Intoxicant provisions. Section 10 of the 1910 Act subjects all lands in Mellette county, trust and fee, to the Indian liquor laws for 25 years. Before the 1910 Act, all land in Mellette county was in trust status and therefore Indian country subject to the liquor laws. Section 10 was designed to place those lands in the same position with respect to the Indian liquor laws as they were before the 1910 Act. The district court treated this provision almost as if it were proof positive that Congress intended to eliminate the reservation status of Mellette county. (App. I, op. 67-70.)

In 1910 it was a crime to sell liquor to an Indian ward anywhere in the United States, and it was a crime to introduce intoxicants into "Indian country". (Act of January 30, 1897, c. 109, 29 Stat. 506.) Prior to the 1948 statutory definition of "Indian country" (18 U.S.C. 1151), and at the time of the 1910 Act, the Federal cases defined "Indian country" as used in the 1897 Act to mean land to which the Indian title had not been extinguished. Clairmont v. United States, 225 U.S. 551, 557-559 (1912); Dick v. United States, 208 U.S. 340, 359 (1908); United States v. Bris, 121 U.S. 278, 280 (1887); Bates v. Clark, 95 U.S. 204, 207-208 (1877); including trust allotments, United States v. Pelican, 232 U.S. 442, 449-450 (1914); United States v. Erickson, 478 F.2d 684, 688 (C.A. 8, 1973). In addition, under a Supreme Court decision in effect during the interval 1905 to 1911, the law was that once an Indian received a trust allotment he

became a citizen free of the Indian liquor laws. Matter of Heff, 197 U.S. 488 (1905), ignored in Hallowell v. United States, 221 U.S. 317 (1911) and expressly overruled by United States v. Nice, 241 U.S. 591 (1916); Cohen, Felix S., Handbook of Federal Indian Law, p. 157 (GPO 1945).

The district court was aware that the Indian liquor laws extended to Indian country but erroneously assumed that land held by homesteaders under the 1910 Act, also was Indian country. Based on this erroneous assumption, the court mistakenly reasoned that if Congress had intended to leave the reservation status unaltered, there would have been no need explicitly to extend the liquor laws to all land in Tripp county for 25 years, the period of trust allotment. Rather, the court thought this was a "buffer" area.[21] (App. I, op. 67-70.)

If Section 10 had been omitted, under the law in force in 1910, it would have been lawful to introduce intoxicants onto the fee land interspersed among the allotments, and during the period 1905-1911, it would have been lawful to sell liquor to Indians in Mellette county so long as they were off of trust land.

21/ The court's suggestion that section 10 of the 1910 Act created a "buffer" area has no rational basis. (App. I, op. 68.) Buffer areas were carved out of public land, adjoining Indian country in order to prevent the sale of liquor along the boundaries of the land retained by the Indians. Felix S. Cohen, Handbook of Federal Indian Law, p. 353 (GPO 1945). A good example is found in Sioux Tribe of Indians v. United States, 316 U.S. 317 (1942), where public land surrounding the reservation on the east and north was withdrawn to control the liquor traffic. First, the 1910 Act was not a cession, did not convert Mellette county into public land, and could not be a buffer area. (See pp. 36-40, infra.) Second, it is a misnomer to call an intermixed area of trust and fee land a "buffer" area. A glance at the map makes apparent that Mellette county could not be a buffer for Todd or Tripp counties. The idea of a "buffer" area originated with the court below. No mention of it appears in the legislative materials.

Section 10 conferred the same protection that existed before the 1910 Act was enacted. It insured that liquor could not be sold to anyone, anywhere in Mellette county for the 25-year period of the trust patent, Matter of Heff, supra, to the contrary notwithstanding. Section 10 enlarged, it did not diminish, the protection attaching to the reservation. Section 10 should have led the court below to the opposite conclusion.

C. None of the three Rosebud statutes extinguished Indian title to any of the surplus land affected by those statutes. There is a critical difference between an outright sale by a tribe to the United States and the United States acting as trustee to dispose of tribal land with the proceeds to be credited to the tribe.[22] Where a tribe sells and the United States buys all tribal interests, nothing is left in the tribe. There is an absolute conveyance. Title to the ceded land is extinguished. The interest of the tribe is finally and completely ended. Examples of this class, mostly before 1880, are numerous. (See Cohen, Handbook of Federal Indian Law, (GPO 1945), pp. 334, fn. 521; 294, fn. 64; Federal Indian Law, supra, (GPO 1958), p. 602, fn. 6.)

1. None of the three Rosebud statutes is an outright cession and sale. Tribal title to the affected land was not extinguished. The last section of each of the three acts affirmatively spells out that the United States was not buying the surplus land or guaranteeing to find buyers, but was simply acting as trustee

22/ The late Felix S. Cohen, "an acknowledged expert in Indian law" (Squire v. Capoeman, 351 U.S. 1, 8-9) discusses the two classes. Cohen, Felix S., Handbook of Federal Indian Law, pp. 334-336 (GPO 1945); Federal Indian Law, pp. 710-717 (GPO 1958).

to dispose of the land and pay over the proceeds to the Indians. (See p. 18, supra.) The beneficial title remained in the Tribe until the entryman paid the purchase price and earned his patent. Ash Sheep Co. v. United States, 252 U.S. 159 (1920); United States v. Mille Lac Band of Chippewa Indians, 229 U.S. 498 (1913); Minnesota v. Hitchcock, 185 U.S. 373, 393-395 (1902); United States v. Brindle, 110 U.S. 688, 693 (1884); Hanson v. United States, 153 F.2d 162, 163 (C.A. 10, 1946); Confederated Bands of Ute Indians v. United States, 100 Ct. Cl. 413, 432 (1943).

The 1907 and 1910 Acts contain no words of cession or sale, but simply direct the Secretary to dispose of the land and credit the proceeds to the Tribe. Nor do the substantive provisions of the 1904 Act use words of cession or sale. Section 1 of the 1904 Act incorporates pro haec verba the unratified 1901 agreement with its broad words of conveyance ("do hereby cede, surrender, grant, and convey to the United States all their claim, right, title and interest ***"). But that was only dressing, a front, to give the bill the face of an agreed cession. Even if the Indians had consented to the 1904 Act, and they did not, such language of cession alone, does not determine whether the Government became a trustee or acquired unfettered title. Indeed, even where the title of a tribe is concluded by an outright sale and purchase, this Court has held that the extinguishment of title does not necessarily support the implication that the reservation is disestablished. United States ex rel. Feather v. Erickson, 489 F.2d 99 (C.A. 8, 1973), petition for a writ of certiorari filed April 8, 1974 (42 U.S.L.W. 3595).

The fundamental error below was that the court perceived no difference between an outright sale and the United States acting as trustee to sell the Tribe's land. The court thought that the 1904 Act simply reflected "a change in an appropriations matter and not a change in any substantive effect ***." (App. I, op. 39-40.) In pursuit of that theme, the district court regarded the 1904 Act as if it were an outright cession that extinguished tribal title, vested complete ownership in the United States, placed the land in the public domain and "did away" with the reservation. The court derived these conclusions, all erroneous, from the history of 1902 bills to ratify the September 14, 1901 agreement to sell the Gregory county land for $1,040,000 -- bills that were never reached for vote -- as if that were the legislative history of the 1904 Act. (App. I, op. 36-40, 42, 44.) Even though the 1907 and 1910 Acts contain no comparable camouflage language of sale and cession, the trial court treated those acts as if infected with the court's version of the legislative history of the rejected bills erroneously ascribed to the 1904 Act.

In this fashion the decision below reached the premise that no controlling distinction exists between a voluntary sale and purchase and the involuntary arrangements reflected in the Rosebud "surplus" land statutes; that one as much as the other made the United States the owner; and, that, consequently the Rosebud statutes extinguished the title, placed the land in the public domain and disestablished the affected portions of the reservation. Thus the court repeatedly concluded that Congress intended "to do way with" the 75% of the Rosebud

reservation within the four counties,[23] to restore the unallotted land "to the public domain",[24] to extinguish "the title of the Indians",[25] "to return the counties to the public domain and to extinguish the reservation or 'Indian land' nature of those counties".[26] But for this faulty premise, the court below might have reached a correct judgment.

2. The case law establishes that the United States took as trustee, not as owner. Even if the three statutes had contained broad words of cession, that would have made no difference. So long as the United States acted as trustee to dispose of the land and credit the proceeds to the Tribe, Indian title was not extinguished. Decisions of the Supreme Court provide a number of good examples. In United States v. Brindle, 110 U.S. 688 (1884), the tribes, by an 1854 Treaty, did "cede, relinquish, and quit-claim *** all their right, title, and interest". The United States agreed to dispose of the land and pay the proceeds over to the tribes.[27] Brindle was a federal land receiver entitled to receive a

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23/ e.g., App. I, op. 43, 49, 78.

24/ e.g., App. I, op. 44, 46. "Restore" is not strictly accurate, since the land never had been in the public domain.

25/ e.g., App. I, op. 44, 48, 54, 56, 60, 61, 75.

26/ e.g., App. I, op. 75.

27/ Apparently the parties and the court below were under the impression that the trust formula had its origin in the 1904 Rosebud act. As shown by Brindle, the formula was used in 1854 and there are others before 1904. The court refers to the "new policy" (App. I, op. 35, 39-40). Cohen dates the practice as commencing in the 1880's. Handbook of Federal Indian Law, pp. 334-336 (GPO 1945).

maximum of $2,500 in commissions from the sale of public lands. He sued for the excess above $2,500 on the ground that the 1854 Treaty lands were not public lands. The Supreme Court agreed stating (110 U.S. 693):

> *** The cessions to the United States were in trust, to survey, manage and sell the lands and pay the net proceeds to or invest them for the Indians. There was never a time that the United States occupied any other position under the cessions than that of trustees, with power to sell for the benefit of the Indians. In equity, under the operation of the Treaties, the Indians continued, until sales were made, the beneficial owners of all their country ceded in trust. Of this we have no doubt. ***.

In Minnesota v. Hitchcock, 185 U.S. 373 (1902), an 1889 Act, enacted before the district court's "new policy" (Act of January 14, 1889, c. 24, sec. 1, 25 Stat. 642), provided "for the complete cession and relinquishment in writing of all their title and interest" and specified that "acceptance and approval of such cession and relinquishment *** shall operate as a complete extinguishment of the Indian title without any other or further act or ceremony whatsoever for the purposes and upon the terms in this act provided."

The State of Minnesota claimed under its grant of sections 16 and 36 in every township of "public land". The Supreme Court held that public lands were lands subject to sale or other disposal under the public land laws, that the Indian land was not public and denied Minnesota's claim, stating, 185 U.S. at pp. 394-395:

> *** The cession was not to the United States absolutely, but in trust. *** The trust was to be executed by the sale of the ceded lands and a deposit of the proceeds *** to the credit of the Indians ***.

Also, United States v. Mille Lac Band of Chippewa Indians, 229 U.S. 498 (1913).

Four days after the Rosebud Act of April 23, 1904 was approved a similar statute was enacted for the Crow Tribe. Act of April 27, 1904, c. 1624, 33 Stat. 352. The language of conveyance was "cede, grant, and relinquish to the United States all right, title, and interest". A livestock company, enjoined from running sheep on Indian lands, defended on the ground the lands were public because the words of conveyance vested the United States with perfect title. Ash Sheep Co. v. United States, 252 U.S. 159 (1920). The Supreme Court rejected this argument, and made plain that it was the purpose of the statute, not the language of conveyance, that controlled, stating (p. 166):

> Taking all of the provisions of the agreement together, we cannot doubt that while the Indians by the agreement released their possessory right to the government, the owner of the fee, so that, as their trustee, it could make perfect title to purchasers, nevertheless, until sales should be made, any benefits which might be derived from the use of the lands would belong to the beneficiaries, and not to the trustee, and that they did not become 'public lands' in the sense of being subject to sale or other disposition, under the General Land Laws.

An extreme example is found in the Act of June 15, 1880, c. 223, 21 Stat. 199. Section 3 of that Act specified that "all lands not so allotted, the title to which is, by said agreement *** released and conveyed to the United States, shall be held and deemed to be public lands of the United States and subject to disposal under the laws providing for the disposal of public lands, at the same price and on the same terms as other lands of like character ***." Despite this unmistakeably clear and comprehensive language, the Solicitor of the Department

of the Interior held that the Utes retained beneficial ownership. Restoration to Tribal Ownership of Ceded Colorado Ute Indian Land, 56 I.D. 330 (1938). The Solicitor stated (56 I.D. at pp. 337-338):

> *** The significant legal effect of these [surplus land] cessions is that the United States becomes a trustee for the disposal of the land ceded. Regardless of the particular language of the cession, the result is that the Indians retain an equitable interest in the land until they have received the consideration bargained for, and the United States becomes a 'trustee in possession'.

The Solicitor was confirmed in his views by the Court of Claims in Confederated Bands of Ute Indians v. United States, 100 Ct. Cl. 413, 432 (1943).

Thirty-three examples embraced in 25 separate statutes are listed in the opinion and order approved by the Secretary of the Interior in 1935, temporarily withdrawing surplus lands from disposal under authority of the Indian Reorganization Act, authorizing the Secretary "to restore to tribal ownership the remaining surplus lands of any Indian reservation heretofore opened ***." Act of June 18, 1934, c. 576, sec. 3, 48 Stat. 984; 54 I.D. 559, 561-562, 564. And the surplus lands under the three Rosebud statutes were specifically withdrawn and restored to the Tribe. (54 I.D. 562.)

The decision below does not address itself to the principle of law established by Brindle, Hitchcock, Ash Sheep Co., and like cases discussed above. The district court does mention Ash Sheep Co., but disposes of it with the gloss that the 1904 Crow statute "contains several provisions which the [Rosebud] 1904

Act does not." (App. I, op. 49.) The court points to no controlling differences between the Rosebud statutes and those in the adjudicated cases, and we are aware of none. More important, the court below failed to recognize the significance of Ash Sheep Co., -- namely, that regardless of language, if the United States acts as trustee to dispose of the land, the statute does not extinguish the title. It remains in the tribe until the entryman pays the purchase price and does all things necessary to earn the right to a patent.

In the Tribe's view, this line of cases exemplified by Brindle and Ash Sheep Co., removes the underpinning of extinguishment on which the decision below depends.

D. The history of the three Rosebud statutes denies a Congressional intent to disestablish any part of the reservation.

1. Unratified cession and sale. In 1901 Congress empowered the Secretary of the Interior to negotiate agreements for the cession of "surplus or unallotted lands". Act of March 3, 1901, c. 832, 31 Stat. 1058, 1077.[28/] That same year the Secretary dispatched Inspector McLaughlin to Rosebud to negotiate an agreement "for the cession of that portion of the Rosebud reserve embraced in Gregory county." Letter dated March 19, 1901, pp. 1, 2. (App. II, Doc. 2.) Among other things, the Inspector was advised that the "proposition for

28/ An earlier bill to accomplish this for Gregory county failed. H. Rept. 486, 56th Cong., 1st sess. (1900). (App. II, Doc. 1.)

the cession" did not come from the Indians and was cautioned that any agreement must be executed and signed by at least three-fourths of the male adults as required by Article 12 of the 1868 Treaty. (Idem, pp. 6, 7.)

When McLaughlin came upon the reservation in the spring of 1901, there were about 4917 Sioux living on the reservation. (App. II, Doc. 3, p. 17.) Some 4508 allotments had been made reservation wide pursuant to the 1889 Act (p. 7, supra). Of these, about 452 allotments were in the Gregory county portion of the reservation. Sen. Doc. 31, 57th Cong., 1st sess., p. 6 (1901). (App. II, Doc. 3.)

In September 1901 McLaughlin negotiated an outright sale and purchase of the unallotted land in Gregory county, about 416,000 acres for $1,040,000, or $2.50 per acre. (Idem, p. 6.)[29/] McLaughlin prepared an agreement dated September 14, 1901, consisting of six articles reciting that the Rosebud Indians

29/ McLaughlin reported that the "land in Gregory County is without doubt the best and most desirable portion of the Rosebud Reservation ***." (Idem, p. 6.) That the Indians held the land to be worth $7 to $15 per acre (p. 37); that all the white men connected with the agency "held the lands in question as worth $5 per acre; that it appeared that adjacent lands *** were selling for $5 to $10 per acre" (p. 38). When the Indians resisted the cession, he told them that because of the white demand the "lands will be opened before long anyway" and they should not miss the opportunity of "making a good bargain with the Government ***" (idem, p. 15). When the Indians complained that the price was too low, that adjoining lands off the reservation were selling for a much higher price and that a railroad was coming, McLaughlin told them that they had "only a life occupancy title", they were "simply tenants for life" that they could not sell the land to anyone but the Government and could not lease the land except through the Government, that therefore their tenure was less valuable then the absolute fee of a white man (idem, p. 17), and that in any event $2.50 per acre was the full value of the land.

"do hereby cede, surrender, grant, and convey to the United States all their claim, right, title, and interest in and to all that part of the Rosebud Indian Reservation now remaining unallotted" in Gregory county for the sum of $1,040,000. (Idem, p. 28.) The sixth article called for ratification by Congress. Appended to the agreement were the "X" marks of 12 more than three-fourths of the male adults. (Idem, pp. 29-35.)

The Secretary of the Interior transmitted to Congress the executed agreement, related papers, and a draft of a bill with a recommendation for ratification. (Idem, p. 1.) Had Congress adopted that bill, Indian title to the "surplus" land would have been extinguished. But that did not happen.

In March 1902 the Senate and House Committees on Indian Affairs reported out bills ratifying the agreement. S. Rept. 662, 57th Cong., 1st sess. (1902); H. Rept. 954, 57th Cong., 1st sess. (1902). (App. II, Docs. 4, 5.) The Senate bill included a new provision directing that sections 16 and 36 of the lands acquired in each township or equivalent lands be granted to South Dakota as school lands. (Idem, p. 2.)

The House Committee on Indian Affairs filed a second report eliminating the grant of school lands set out in the Senate bill, explaining that the committee was of the opinion that the school grant provision was "not necessary, as under existing law sections 16 and 36 would be granted to the State upon the extinguishment of the Indian title." H. Rept. 2099, 57th Cong., 1st sess., May 17,

1902, p. 1 (App. II, Doc. 6.) Objection was raised to the appropriation of public funds to pay for Indian lands that would be turned over for free homesteads and donated to the State for schools. The bills were passed over and never reached for a vote. 35 Cong. Rec. 3187-88 (1902); 35 Cong. Rec. 4801-07 (1902). (App. II, Docs. 7, 8.)

2. The 1904 Act. To overcome the objections, new bills were introduced in the next session and reported out of both the House and Senate Committees on Indian Affairs. The new version (S. 7390), followed the pretense of ratification of the September 14, 1901 agreement, but in fact simply opened the lands to settlement with the United States acting as trustee to dispose of the lands and credit the proceeds to the Tribe. (See p. 7, supra.) Sen. Rept. 3271, 57th Cong., 2d sess. (February 23, 1903); Instructions of June 30, 1903 to McLaughlin. (App. II, Docs. 9, 10.)

Doubtless because S. 7390 was a gross departure from the cession and sale agreement of September 14, 1901, Inspector McLaughlin was instructed to negotiate for the consent of the Rosebud Sioux to an agreement carrying out the essential provisions of the bill. Instructions of June 30, 1903, p. 1. (App. II, Doc. 10.) McLaughlin met with Rosebud councils on five different days over a period extending from July 24 through August 10, 1903. Council proceedings. (App. II, Doc. 11.)

McLaughlin prepared and submitted an agreement following in substance the critical provisions of the Senate bill (idem, p. 34). (App. II, Doc. 12 is the draft of agreement.) The Indians objected that the lands were worth more than $2.50 per acre because after the 1901 negotiations, the railroad had been built in that part of Gregory county outside of the reservation greatly enhancing the value of the Indian lands within the reservation;[30] that the provisions for payment were uncertain and inadequate; that the United States did not even guarantee the payment of the $1,040,000 stipulated as the purchase price in the September 14, 1901 agreement; and that under the terms of the bill, the settlers might not make payment at all. McLaughlin report of August 31, 1903, pp. 5-6; also see the analysis of the Commissioner of Indian Affairs in his 1904 report on the negotiations. H. Rept. 443, 58th Cong., 2d sess., pp. 5-7 (January 21, 1904). (App. II, Docs. 13, 14.) McLaughlin failed to get the requisite consent. He reported that the value of the land "made it impossible for me to conclude an agreement along the lines proposed in the said Senate Bill, for the price per acre

30/ Higher values were later confirmed by the Commissioner of Indian Affairs who reported that disinterested information indicated that "the lands were worth a considerably larger price than that agreed to be paid [in 1901] *** and that no doubt the entire tract taken as a whole, exclusive of allotments, is worth considerably more than $2.50 per acre." The Commissioner concluded that the "Indians cannot see *** why they should not procure such price for the lands as settlers are willing to pay for them." H. Rept. 443, supra, p. 7. (App. II, Doc. 14.) For other material indicating that the land was worth several times the $2.50 per acre see Sen. Doc. 158, 58th Cong., 2d sess. (1904), pp. 3-7. (App. II, Doc. 17.)

which I felt obliged to insist upon under my instructions." McLaughlin report of August 31, 1903 to the Secretary of the Interior, pp. 5-6. (App. II, Doc. 13.)[31]

Thereupon, a new bill was introduced early in 1904 (H.R. 10418) substantially the same as S. 7390, except that the requirement for Indian consent was omitted.[32] Congress disregarded the Tribe's refusal to consent to the agreement, and the bill became the Act of April 23, 1904, c. 1484, 33 Stat. 254.[33]

3. 1907 Act. Less than two years after the 1904 Act, Inspector McLaughlin was again instructed to negotiate with the Rosebud Tribe, this time for the "cession" of its unallotted land in Tripp county under an arrangement similar to the 1904 Act (Instructions of December 5, 1906 to McLaughlin). (App. III, Doc. 18.) In mid-December 1906, and again in mid-January 1907, McLaughlin held council. McLaughlin had with him a bill that he read and explained to the Indians. The

31/ McLaughlin got 90 signatures ("X's") at the last council. Then he toured the several districts of the reservation trying to collect signatures but fell 296 short of the necessary three-fourths. (App. II, Doc. 13, p. 4; also App. II, Doc. 14, p. 7.)

32/ The legislative history of H.R. 10418, appears in H. Rept. 443, 58th Cong., 2d sess., January 21, 1904; House debates, 38 Cong. Rec. 1421-29, January 30, 1904; S. Rept. 651, 58th Cong., 2d sess., February 4, 1904; printed in toto in Senate debate, 38 Cong. Rec. 4984-88 (April 18, 1904), all supplied in App. II, Docs. 14, 15, 16.)

33/ The Commissioner of Indian Affairs, in his report to the Secretary of the Interior made plain that the "time has come when Congress and the Indian Department are warranted in administering the tribal interests of the Indians in the United States, including the matter of disposing of such of their lands as they do not need and do not use, without consulting the Indians affected in reference thereto." (App. II, Doc. 14, p. 8.) And in his testimony to the House Committee on Indian Affairs, the Commissioner expressed what he thought of the solemn treaty guarantees calling for Indian consent to any disposal of tribal land, with the rhetorical question: "Supposing you were the guardian or ward of a child 8 or 10 years of age, would you ask the consent of the child as to the investment of its funds?" (Idem, p. 5.)

December negotiations failed. Council proceedings, in particular, pp. 13, 23, 28, 42, 43, 54. (App. III, Doc. 19, 1st section.) McLaughlin travelled to Washington for instructions and returned to the reservation for further councils held on January 17, 18, and 21, 1907 (App. III, Doc. 19, 2d section, pp. 1, 11, 38), at which he made concessions to the Indians' demands concerning price, the administration of minors' funds, allotments to 600 or 700 Indians and other items. An agreement dated January 21, 1907 was executed by 43 of the Indians present. After visiting the several districts to solicit signatures, a total of 705 thumb-prints were received, 321 less than the required three-fourths majority. McLaughlin report of February 12, 1907, pp. 3, 4. (App. III, Doc. 20.)

Although the agreement was void for lack of the three-fourths majority, the Secretary of the Interior recommended a bill setting out the agreement and ratifying it. H. Rept. 7613, 59th Cong., 2d sess. (1907), pp. 5-6. (App. III, Doc. 21.) The recommendation was not followed. The House Committee on Indian Affairs reported a bill, ultimately enacted as the Act of March 21, 1907, that incorporated some of the provisions of the void agreement and rejected or modified others. (Idem, App. III, Doc. 21.) [34/] The Congressman from South Dakota, the manager of the bill, on the floor, told the House that a majority of the Indians consented to the bill but made no mention that the 1868 Treaty required a three-fourths majority, Cong. Rec. pp. 3104-05, February 16, 1907.

34/ e.g. The House bill provided for townsites and reduced the rate of interest on the proceeds in the Treasury from 5% to 3%.

(App. III, Doc. 22.) On the Senate side the committee adopted House Report 7613, supra, (App. III, Doc. 23), and the Senate passed the bill without debate. 41 Cong. Rec., p. 3323 (February 19, 1907). (App. III, Doc. 24.)

4. The 1910 Act. In 1908, less than two years after the 1907 Act, a bill, introduced in the Senate (S. 9379) and reported out of committee, would authorize the sale and disposition of the unallotted land in Mellette county. The bill was "substantially the same" as the act adopted in 1908 for the Cheyenne River and Standing Rock reservations, [35/] two of the six Sioux reservations segregated under the 1889 Act. (See fn. 8, p. 6, supra.) Sen. Rept. 887, 60th Cong., 2d sess., p. 1 (January 29, 1909). (App. III, Doc. 25.) The report recited that the bill was not submitted for the consideration of the Indians because "it would delay the consideration of the matter unduly" (idem, p. 2). However, the Senate refused to act on the bill in that posture. 43 Cong. Rec. 1679, February 1, 1909. (App. III, Doc. 26.) Inspector McLaughlin again was ordered to Rosebud, not to get the consent of the Indians, but simply "to take up with the Indians *** the matter of opening" part of the reservation. Instructions of April 2, 1909 to McLaughlin. (App. III, Doc. 27.)

McLaughlin travelled to Rosebud where he explained the bill and held three councils. Council proceedings, March 11, 1909, pp. 1-8; April 21, 1909, second section, pp. 1-6; April 26, 1909, pp. 6-28. (App. III, Doc. 28.)

35/ Act of May 29, 1908, c. 218, 35 Stat. 460, construed by this Court in United States v. Erickson, 478 F.2d 684 (C.A. 8, 1973), not to disestablish the Cheyenne River reservation.

McLaughlin did not seek the Indians' consent. He merely solicited their views. McLaughlin reported on his efforts but no further action was taken in the 60th Congress. McLaughlin's report of April 29, 1909. (App. III, Doc. 29.)

New bills were introduced in the next Congress and after conference to reconcile House and Senate differences not material here, the bill became law. 36/

5. 1911 negotiations. This left Todd County as the only county embraced within the Rosebud reservation that was unaffected by "surplus" land statutes. In 1911 a bill (S. 110) was introduced in the Senate to dispose of the unallotted land in Todd county. Inspector McLaughlin again was sent to Rosebud with instructions to "take up" the provisions of S. 110 with the members of the Rosebud Tribe "for the purpose of ascertaining their views ***." Instructions of May 22, 1911 to McLaughlin. (App. III, Doc. 36.) He held a council on November 1, 1911, but without success. Council proceedings. (App. III, Doc. 37.) In deferential language, McLaughlin sympathetically reported the objections of the Indians. McLaughlin report of November 3, 1911. (App. III, Doc. 38.) Even so, the Secretary of the Interior recommended enactment. The bill was reported out and passed by the Senate where it died. Sen. Rept. 1166, 62d Cong., 3d sess., pp. 3-4 (1913); 49 Cong. Rec. 3, 4210. (App. III, Docs. 39, 40.)

36/ The legislative history is found in the following: Sen. Rept. 68, 61st Cong., 2d sess. (1910), (App. III, Doc. 30); Senate debate, 45 Cong. Rec. 1073, 1075, 1910, (App. III, Doc. 31); H. Rept. 332, 61st Cong., 2d sess., reprinted in H. Rept. 429, 61st Cong., 2d sess., pp. 1-3, February 10, 1910, (App. III, Doc. 32); House debate, 45 Cong. Rec. 5456-5473, April 2, 1910, (App. III, Doc. 33); Conference H. Rept. 1368, 61st Cong., 2d sess., May 16, 1910, 45 Cong. Rec. 6415-6416, 6436, 6437, (App. III, Docs. 34, 35).

On the theory of the court below, if the 1911 bill had become law, there would be no Rosebud Indian reservation.

E. The court below inappropriately treated collateral and extrinsic materials as reflecting the intent of Congress.

1. The court below intermixed the legislative history relating to bills providing for the ratification of the September 14, 1901 voluntary sale with the history of the 1904 "surplus" land bill that ultimately became the 1904 Act. The court borrows from the 1902 Senate debates on the rejected bills, where statements were made by a Senator, not the manager or sponsor of the bill, that the lands would "become part of the public domain", would "be brought under the public domain by cession to the United States", and that payment would be "for the purpose of separating the Indians and extinguishing the reservation". Each of the quoted excerpts is underscored in the opinion below. (App. I, op. 37-38; the last quote is repeated at op. 42.) 37/

First, statements made during debate of one bill hardly provide a valid basis for finding the meaning of a bill in a subsequent Congress, designed for a different purpose.

Second, even if the quoted statements were made in connection with the bill that became law, they may not be used to find legislative intent. To be sure, as an aid to interpretation "resort may be had to *** exposition of the bill on the

37/ For full text of the debates see 35 Cong. Rec. 4801-4807, April 29, 1902. (App. II, Doc. 7.) See also 35 Cong. Rec. 3187-3188, March 24, 1902. (App. II, Doc. 6.)

floor of Congress by those in charge of or sponsoring the legislation." Wright v. Mountain Trust Bank, 300 U.S. 440, 464, fn. 8 (1937). But the comments quoted by the district court were not those of a sponsor, or of the manager of the bill. "It is the sponsors that we look to when the meaning of the statutory words is in doubt". NLRB v. Fruit & Vegetable Packers, 377 U.S. 58, 66 (1964).

Third, read in the context of the debate on a bill calling for ratification of a voluntary sale for $1,040,000, the quoted statements are not inconsistent with the general understanding of the law. Under the September 14, 1901 agreement, the United States was buying and paying for the land. Full title would have passed to the United States.

In effect, the court below read these statements made during the 1902 debate of a bill to ratify the voluntary sale, a bill never reached for vote, into the legislative history of the 1904 Act, saying they "were considered by the Congress of the United States to be one and the same ***", except for the school land provision. (App. I, op. 40.) The improvident use of the legislative materials in this fashion contributed to the erroneous judgment of the court.

2. Statements made during the "negotiations" at council proceedings, even if correctly construed, are not evidence of Congressional intent. The trial court treated 1906 statements by McLaughlin, the Indian Inspector, or by Indians at the proceedings, almost as if they were to be read into the language of the statute. For example, to demonstrate that the Gregory county portion of

the reservation was disestablished, the trial court quoted McLaughlin at the council proceedings held two years later on December 14, 1906. (App. I, op. 50-51.) The quotation set out in the opinion is intended to show that when McLaughlin in 1906 said that a railroad in Gregory county "has not yet come across your reservation boundary ***", it meant that McLaughlin considered the 1904 Act portion of Gregory county to be outside of the reservation, and therefore the statute meant the same thing. The conclusion is not supported by the record or by McLaughlin's complete statement, even if post-1904 Act statements were evidence of 1904 Act intent.

It must be remembered that the eastern portion of Gregory county was never within the 1889 boundaries of the reservation. The record shows that by 1903, a railroad had been built in the eastern portion of Gregory county outside of the 1889 Act reservation. (p. 44, supra.) The record does not show whether, by 1906, an additional rail line had been built into the 1904 Act portion of Gregory county. But if the district court's quotation from McLaughlin is read in context with what proceeded it, the greater odds are that McLaughlin was including as part of the 1889 Act reservation, the 1904 Act portion in Gregory county.

When McLaughlin spoke he was responding to Two Strike, a Rosebud spokesman, who stated (Council proceedings, p. 4; App. III, Doc. 19):

> Two Strike - [From the context Two Strike may have been referring to a map]. *** The railroads pass here without paying us anything. I understand there is going to be another one through here, [38/] but we have not heard anything about the pay. My friend, tell the railroad people not to come in here, to turn back from where they are. We want our children to grow up on this reservation and on this land. ***.

McLaughlin answered (idem, pp. 4-5):

> In regard to the railroad running north of White River, [north of the northern boundary of the reservation], that road is being built across what is called the ceded portion. The Indians *** ceded that portion of the reservation in 1889 *** you have received credit ***. If a railroad was coming through your reservation proper, that is, any of the [six] segregated reservations [established by the 1889 Act], you would receive pay for it. There is no railroad running over any portion of the Rosebud Reservation, none within the boundaries of your reservation [etc., continuing with the quotation as set out in the opinion.] 39/

This colloquy has no bearing on Congressional intent. But even if it did, McLaughlin's statement, read in context, does not support the trial court's conclusion that "McLaughlin's assumption was that Gregory county was no longer a part of the Rosebud Sioux Reservation." (App. I, op. 51.)

Another example of inappropriate use of 1906 statements to show 1904 Act intent is found in the district court's use of a statement by High Pipe, a Rosebud spokesman at the 1906 council proceedings. The gist of the quotation

38/ Two Strike speaking in the future tense may have been referring to an extension of the railroad into the reservation, or the 1904 Act portion of Gregory county.

39/ Two Strike's statement and the underlined portion of McLaughlin's answer were omitted in the opinion below. (App. I, op. 50-51.)

is that High Pipe observed that the "best land we have is in the eastern part of our reservation, Tripp County." (App. I, op. 51-52.) The court advanced the quotation as proof that the Indians considered the 1904 Act portion of Gregory county to be outside of the reservation.

High Pipe was speaking for more allotments. (App. III, Doc. 19, p. 8.) As noted, a portion of Gregory county was in the eastern part of the reservation. High Pipe knew that no allotments were obtainable in Gregory county because those lands had been proclaimed open for settlement on May 13, 1904. (32 L.D. 622 (1904).) Thus he spoke of Tripp county in terms of the eastern part of the reservation where land for allotments was available. Even if appropriate, the 1906 observation of an individual Indian, expressed in Sioux and interpreted into English, is a small item on which to rest the Congressional intent to disestablish a portion of the reservation by the 1904 Act.

F. The consistent administrative construction of the three Rosebud Acts excludes the conclusion that any of those Acts disestablished the reservation. The courts give great weight to the construction of a statute by an agency responsible for its administration. Zemel v. Rusk, 381 U.S. 1, 11 (1965); Udall v. Tallman, 380 U.S. 1, 16-17 (1965). Here the Department of the Interior charged with responsibility for Indian affairs, has consistently recognized and administered the entire reservation including the area affected by the three statutes, as an Indian reservation.

1. The Secretary of the Interior treated the Rosebud reservation as embracing the territory delimited in the 1889 Act. In the Indian Reorganization Act of June 18, 1934, c. 576, 48 Stat. 984, Congress extended the period of trust on trust allotments (25 U.S.C. 462), unless such lands were on the public domain outside of the geographic boundaries of any Indian reservation (25 U.S.C. 468). The period of trust was extended on trust allotments on lands affected by surplus land acts. See Putnam v. United States, 248 F.2d 292, 294-295 (C.A. 8, 1957).

The Indian Reorganization Act of 1934, supra, (25 U.S.C. 463), authorized the Secretary of the Interior "to restore to tribal ownership the remaining surplus lands of any Indian reservation opened before June 18, 1934, or authorized to be opened, to sale, or any other form of disposal ***." Under authority of that language, the Secretary explicitly listed for withdrawal from disposal and for restoration to tribal control, the undisposed of land on the Rosebud Indian Reservation affected by the 1904 Act, the 1907 Act, and the 1910 Act. He identified Rosebud as one of the "reservations where lands have been opened, the Indians to receive the proceeds of sale only as the tracts are disposed of." (54 I.D. 559, 561, 562 (1934).) The Supreme Court regarded 54 I.D. 559 as exemplifying the administrative view that the reservation was not dissolved. Seymour v. Superintendent, 368 U.S. 351, 357, fn. 14 (1962).

2. The Secretary of the Interior approved the tribal Constitution defining the reservation as originally established. Article I of the tribal Constitution provides that the "jurisdiction of the Rosebud Sioux Tribe of Indians shall extend

to the territory within the original confines of the Rosebud Reservation boundaries as establisned by the act of March 2, 1889, ***." (App. IV, Doc. 53.) The Secretary approved the constitution on December 20, 1935.

3. The Field Solicitor for the Department of the Interior considered that no part of the reservation was disestablished. By memorandum dated April 6, 1972, the Field Solicitor advised the Area Director that in his opinion none of the three Rosebud Acts disestablished any part of the Rosebud reservation. (App. IV, Doc. 56.) The opinion rests primarily on an analysis of the language of the three statutes.

4. The entire area of the 1889 Act Rosebud Reservation has been consistently administered as an Indian reservation and the Indians on the reservation were administered to as reservation Indians. During the period under discussion and beyond, the reservation was divided into seven administrative districts. (App. IV, Doc. 51, p. 3.) The table following shows by districts, the location, Indian population, day schools and allotments. 40/

District	Location	Population	Day-Schools	Allotments
Agency	All in Todd Co.	1200	2	Not Available
Cut Meat	All in Todd Co.	1000	4	133
Black Pipe	All in Mellette Co.	500	4	98
Little White River	All in Mellette Co.	500	4	968
Butte Creek	Todd & Mellette	800	4	1889
Big White River	Tripp, Lyman, Gregory	500	2	1770
Ponca	Tripp & Gregory	500	1	905
Totals:		5000	21	5763

40/ The names and locations of the districts and day schools are shown on the map (App. IV, Doc. 43). The population, number and names of the day schools and the number of allotments are shown in App. IV, Doc. 42, letter of April 26, 1913.

The agency headquarters were and still are at Rosebud in the Agency district. A "Farmer" had administrative responsibility for each district. He acted as a subagent. (App. IV, Doc. 51, p. 3.) On the seven districts were 21 day schools,[41] three boarding schools,[42] eight issue stations (App. IV, Doc. 43, map), and the Agency headquarters. Issue stations and day schools were located in each district. The Farmer's headquarters for each district were located at the station where the Indians were issued their rations and supplies and received instructions from the Farmer. (App. IV, Doc. 42, p. 2.) The younger Indian children attended the day schools in the various districts, and the others attended the three boarding schools in the Agency district. (App. IV, Doc. 40A, p. 371.)

Before the three Rosebud statutes were enacted, and since, the entire area, as defined in the 1889 Act, has been administered as a reservation by the officers of the United States entrusted by Congress to carry out the Federal law and to expend Federal and tribal funds. The National Archives contains thousands of communications to and from the Rosebud Indian Agency from before the time the reservation was established in 1889. These communications evidence continued administration of the reservation defined in the 1889 Act as the Rosebud reservation.

41/ The 21 day schools are listed in App. IV, Doc. 50 (letter, September 18, 1913).

42/ Two mission and a Government school, all in the Agency district. (App. IV, Doc. 52.)

It is impracticable to deal with the mass of Archives material in an appellate brief. To bring even the flavor of the materials to the Court, we refer to the annual Agency reports for 1913. The reports cover Industries and Agriculture, Indian Homes, Female Industrial Teachers, Health, and Construction for the entire 1889 Act reservation. (App. IV, Docs. 44-49.) A partial report on education is also included. (App. IV, Doc. 50.) These reports show Federal administration and activities in each district of the reservation. Certainly, contemporaneous with the statutes and thereafter, the United States did not regard any part of the Rosebud reservation as disestablished. And there has been no change since. (See pp. 54-55, supra.)

G. Selected phraseology in subsequent legislation is equivocal with respect to fixing the Congressional intent expressed in the three Rosebud statutes. The court below pointed to four acts of Congress subsequent to the Rosebud statutes in each of which the affected land was referred to as "within the former Rosebud Indian Reservation" or "what was formerly a part of the Rosebud Indian Reservation" or equivalent language. (App. I, op. 47, 48, 59, 72.) The court deemed such expressions to be indications of the Congressional intent to extinguish the reservation status. (App. I, op. 48, 61, 67.) The court made no reference to similar statutes, that granted time extensions to settlers but did not refer to the reservation as "former". (e.g., Act of March 26, 1910, c. 129, 36 Stat. 265; Act of May 28, 1914, c. 102, 38 Stat. 383.)

The district court placed undue significance on such statutes. All were enacted for the benefit of the public land homesteader, in connection with the administration of the public lands by the General Land Office. As might be expected, these public land statutes were framed in the public land vernacular. They contain no language deliberately chosen to express an intent of Congress, one way or the other, with respect to the dissolution of an Indian reservation. Compare Gila River v. United States, ____ Ct. Cl. ____, (slip op, p. 8, April 17, 1974).

Where a statute is Indian-oriented, different language is employed. For example in 1964, Congress enacted a statute entitled "An Act to place in trust status certain [Federal] lands on the Rosebud Sioux Reservation" and transferred to the Tribe, title "to the following described tracts *** on the Rosebud Sioux Reservation", including 320 acres described in the statute as located in Mellette county (E½ of Section 35, T. 42 N., R. 33 W., 6th P.M.). Act of August 20, 1964, 78 Stat. 560. If Mellette county were not part of the reservation in 1964, why was Congress restoring to the Tribe title to land in Mellette county, which according to the court below was wiped out as a reservation some 60 years earlier?

Another Indian-oriented example is found in the Act of March 3, 1909, c. 263, 35 Stat. 781, 3 Kappler 388, 417. That act authorizes the Secretary to issue a fee patent "for the land set apart to the Catholic Church on the Rosebud *** Reservation, *** as follows: [describing land in Section 7, Township 96 North, Range 71 West of the 5th P.M.] in Gregory county]". According to the court below in 1909 that land in Gregory county was outside the reservation.

Thus, although the court below limits its attention to statutes sustaining its position, there are statutes from which no position or an opposite position may be gleaned. Viewed as a whole, the subsequent enactments are inconsistent, inconclusive and for that reason not a reliable indicator of Congressional intent. "[S]ubsequent legislation usually is not entitled to much weight in construing earlier statutes." Mattz v. Arnett, ____ U.S. ____, 37 L.ed.2d 92, 107, fn. 25 (1973). City of New Town, North Dakota v. United States, 454 F.2d 121, 125 (1972); United States v. Erickson, 478 F.2d 648, 687 (1973). The subsequent statutes selected below have no influence on the determination of the Congressional intent expressed by the three Rosebud statutes.

Conclusion

The judgment below should be reversed and the case remanded with instructions to enter a judgment declaring that the boundaries of the Rosebud Indian Reservation are those fixed by the Act of March 2, 1889, c. 405, 25 Stat. 888.

Respectfully submitted,

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SECTION 2

IN THE

United States Court of Appeals

FOR THE EIGHTH CIRCUIT

ROSEBUD SIOUX TRIBE,
Appellant

v.

HONORABLE RICHARD KNEIP, et al.,
Appellee.

No. 74-1211

Appeal from a judgment of the United States District Court
for the District of South Dakota concerning a declaratory judgement action
to determine the boundaries of the Rosebud Indian Reservation

Hon. Andrew W. Bogue, Judge

BRIEF OF APPELLEE

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IN THE

United States Court of Appeals

FOR THE EIGHTH CIRCUIT

ROSEBUD SIOUX TRIBE, *Appellant*

v.

HONORABLE RICHARD KNEIP, et al., *Appellee.*

No. 74-1211

Appeal from a judgment of the United States District Court for the District of South Dakota concerning a declaratory judgment action to determine the boundaries of the Rosebud Indian Reservation

Hon. Andrew W. Bogue, Judge

BRIEF OF APPELLEE

Appellee adopts, for the purposes of this brief, the material in appellant's brief under the heading "Jurisdictional Statement" and "Statutes Involved."

STATEMENT OF THE ISSUE PRESENTED FOR REVIEW

Whether or not the Acts of April 23, 1904, 33 Stat. 254; March 2, 1907, 34 Stat. 1230; and May 30, 1910, 36 Stat. 448, were intended by Congress to diminish the Rosebud Reservation as originally defined in the Act of March 2, 1889, by disestablishing certain portions thereof.

STATEMENT OF CASE

The Rosebud Reservation was created by the Act of Mar. 2, 1889, 25 Stat. 888. Although it was stated in the preamble to be a "permanent" reservation, Section 12 therein provided the means by which the United States could buy and the members of the Rosebud Sioux Tribe could "sell" such "portions" of the "reservation" as could be agreed upon from time to time, subject, of course, to the ratification of Congress. The portion of the reservation "sold or released" was "to be held by the United States for the sole purpose of securing homes to actual settlers." Act, *supra*, Sec. 12.

Pursuant to Section 12, the United States initiated three separate negotiations with the members of the Rosebud Sioux Tribe. Each of these resulted in the passage by Congress of three separate acts: The Acts of April 23, 1904, 33 Stat. 254; March 12, 1907, 34 Stat. 1230; and May 30, 1910, 36 Stat. 448, encompassing what is now approximately one-half of Gregory County, all of Tripp County and a portion of Lyman County, and all of Mellette County, South Dakota, respectively.

The portions of the reservation thus acquired by the United States were released by the United States to actual settlers. This area now consists primarily of a patchwork of small farms, on or near which a total population of approximately 20,000 individuals reside.

In 1972 the Rosebud Sioux Tribe initiated this action in Federal District Court for the District of South Dakota to seek "declaratory judgment as to the effect of these acts on the size of the reservation." Answer for Plaintiff in reply to Counties' request to make more definite and certain, at 2 [hereinafter cited as A.P.]. In a well written and extensively documented opinion, the court below held that " the surrounding legislative history and the circumstances *clearly*" indicated that the Rosebud Reservation had in fact been diminished and that each of the counties concerned had in fact been separated therefrom. This opinion, which is still in the process of publication and therefore to date unreported, is reproduced in Appellant's Appendix I at 27 (hereinafter cited as A.A.).

This appeal followed.

INTRODUCTORY STATEMENT

> In order to understand Federal Indian law, a constant awareness of history must be maintained. The early pronouncements, such as those of Chief Justice Marshall, quoted in this threatise must be considered in the light of the historical situations then existing. There is a great expanse between the status of Indians as dependent nationalities in Marshall's time and their national citizenship today. Federal protection of the tribal government, which now exercise what are recognized simply as municipal powers, still survives, but not on the original basis.
>
> It has not been presumed that Congress has ever intended, nor does intend, any fraudulent objective or any base act in its legislation in the unique field of Indian affairs. Courts presume that Congress acts in good faith and that presumption is adhered to in this revision. Further, it has been assumed that nothing could be more destructive of good will or more inimical to the advancement of which Indians are known to be capable than an immoderate accentuation of the idea that the United States Government is under a special obligation to all citizens who have Indian blood as a distinct class because of real or fancied injustices to their ancestors. In this connection it should be noted that there is a tendency to emphasize the obligations of the Government of the United States as a trustee of the Indians and their rights. There is a related tendency in so doing to minimize the fact that it is also trustee of the rights of all the citizens and nationals of the United States.
> DEPT. OF INT., FEDERAL INDIAN LAW 2 (1958).

It is the appellee's position that neither *Seymour*, *Mattz*, nor the recent opinions constitute any sort of a mandate for this Court to rule in the tribe's favor if this Court is convinced, and that conviction is soundly based upon probative evidence of congressional intent, that Congress, by the passage of the three Rosebud acts, intended to diminish the Rosebud Reservation.

As Justice Frankfurter once stated:

> Indian law is a vast hodge podge of treaties, judical and administrative rulings, and unrecorded practices in which the intricacies, the perplexities, the confusions and injustices of the law governing Indians lay concealed.

Compounding this complexity is the fact that the Court has been asked to ascertain precisely what effect a congressional delegation legislating in the first decade of the 20th century intended certain acts to have on the Rosebud Reservation. In this respect the usual "vantage point of time" is in actuality a serious disadvantage, and with this in mind, appellee has attempted to reconstruct the situation as it existed in the early 1900's with the aid of:

1. The text of the three acts.
2. The Senate and House Documents;
3. The Congressional Record;
4. The transcripts of the negotiation sessions;
5. Correspondence and reports from the Department of the Interior and the Commissioner of Indian Affairs; and,

6. Later statutes, state historical documents and reports of the Rosebud Indian Agents.[1]

The appellee realizes the limited probative value of some of these materials, but has nevertheless included them in order to recapture the tenor of the period. This tenor represents, in effect, appellee's theory in this action. In this respect appellee would urge the Court not to place too much emphasis or significance on any one word or sentence in any of this material. Congressional intent can be a very illusive concept. For example, the following quotation appears in appellant's brief below at page 15.

> [T]his bill is in line—if fact, almost a duplication—of bills that have heretofore passed and become law, proposing to dispose of surplus and unallotted lands of the different Indian reservations of the country. . .[T]here are two propositions to be considered in disposing of the unallotted and unused lands on Indian reservations. One is, at earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, doing no good, opened up and developed into farms. . .[This] will have the effect of civilizing the Indians who have allotments and also give value to these allotments which at present are of very little value. . .In addition to that, just as soon as these reservations are opened up and settled[,] railroads usually come in and thereby give greater value to the lands owned by the Indians. Brief for Plaintiff below at 15. [hereinafter cited as B.P.]

Apart from the fact that this was one of the only three isolated references to the Congressional Record or Senate and House Documents in appellant's entire brief below, the quotation is illustrative of two other factors of which the court should be aware.

In the first place, to cite this statement for the proposition that "Contemporary history indicates that Congress did not intend the three acts to operate to diminish the Rosebud Reservation" (B.P. at 14) is highly questionable—at least in the *form* presented to the court below. Congressman Burke actually stated:

> Mr. Burke of South Dakota. . .I might say, Mr. Speaker, that there are propositions to be considered in disposing of the unallotted and unused lands on Indian Reservations. One is, at the earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, and doing no good, opened up and developed into farms, *AND I BELIEVE THAT THE PLACING THROUGH WHAT WERE HERETOFORE RESERVATIONS* actual settlers will have the effect of civilizing the Indians who will have allotments and also give value to these allotments which at present are of very little value. 45 Cong. Rec. 5457 (1910) (emphasis added).

The court will note how, by the use of three small dots and the deliberate omission of several very important words, the tenor of an entire paragraph can be destroyed.

Secondly, and more importantly, the correct quotation is illustrative of an even greater problem. Many of the materials with which the court will be presented contain references to "on," "in," and "within," such as the "on" in the above quotation. Initially one might equate the "disposing of the unallotted and unused lands *on* Indian Reservations" with the continued existence of the reservation. Yet, shortly thereafter, is an unequivocal reference to the placing of settlers "through what were *heretofore* reservations." By itself, the paragraph might seem ambiguous and confusing; but when viewed as an integral part of the other material of the period, the tenor of the entire paragraph clearly emerges and this is the important point. Unless these materials are placed in their proper context *and viewed in their entirety*, the crux of nearly a decade of Indian legislation intended by Congress to extinguish certain portions of the Rosebud Reservation will be for naught, much to the detriment of the non-Indian settlers and their descendants, who will over sixty years later suddenly find themselves within the exterior boundaries of a reservation and subject to a tribal jurisdiction, the limits of which appellant did not even care to expound upon in the court below.

Appellee agreed with appellant that the exact powers of the Rosebud Sioux Tribe are not in litigation at this time and for this reason a discussion of these powers has not been presented in this brief. However, it is interesting to note that even the cursory list appearing in plaintiff's answer to the counties' motion for a more definite statement does not appear anywhere within either the brief below or appellant's brief to this Court. Since it is asking this Court to declare, in effect, that the counties are within the Rosebud Reservation and therefore subject to these tribal powers, the counties think some mention should be made of the scope of this tribal jurisdiction. Plaintiff's list will suffice for this purpose:

(a) Criminal Jurisdiction, *Smith v. Temple*, 152 N.W. 2d 547, 548.

(b) Civil Jurisdiction, *Smith v. Temple, supra.*

(c) Sales tax authority, attached memorandum for the South Dakota Department of Revenue and within this area the Rosebud Sioux Tribe and the United States would have jurisdiction to the exclusion of the defendants.

1. Appellee has relied primarily on the contemporary documents of the period; the bulk of the material presented in this brief is from pre-1910 sources, with some material dating up to 1920. It is appellee's position that this is the period from which the intent of Congress should be gleaned. The direction or purpose of "Indian Policy" fluctuated in later decades and for this reason appellee has been somewhat reluctant to accept any later reference at face value unless that reference could be substantiated in the documents of the period to which it referred. In this respect, it has followed the mandate of Tacitus. . ."Refer everything back to its own year."

(d) Tribal taxing authority, *Iron Crow v. Oglala Sioux Tribe*, 231 F.2d 89.

(e) Tribal regulation of intoxicants, 28 U.S.C. Section 1161.

A.P. at 2.

It is the appellee's position that Congress, by the passage of the three acts, intended to separate and remove the counties from the Rosebud Indian Reservation in such a manner that they would never again be considered to be either within the exterior boundaries of the reservation or subject to whatever powers the Rosebud Sioux Tribe might lawfully exercise therein. The purpose of this brief is to present to the Court probative evidence of that intent.

ARGUMENT

1904 Act[2]

I. *THE GENESIS OF THE 1904 ACT*

A. THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

Subsequent to the date that appellee submitted its brief to the court below, six separate cases concerned with issues similar to the ones presented herein have been decided.[3] Perhaps the most influential of these in terms of the format of the argument to be presented to this court was *United States ex rel Feather v. Erickson*, 489 F.2d 99(C.A.8, 1973). In the court below counsel for plaintiff had conceded in its brief that the ratification of the 1901 "cede, sell, relinquish" lump-sum cession agreement would have diminished the Rosebud Reservation. Consequently, appellee qualified and limited the presentation of the documents related to that agreement for the express purpose of a simple comparison with the 1904 Act. Substituted counsel for the appellant has now apparently taken another position, although it is not altogether clear from appellant's brief. In one portion thereof a position is taken that the 1901 materials will not necessarily support a diminution in light of *Feather*. In many others however it was "improvident" for the lower court to consider

2. Act of April 23, 1904, 33 Stat. 254–A portion of Gregory County. A detailed history of the openings of the Rosebud Reservation appears in 18 S.D.L.Rev. 85 (1973). Your appellee will use the same chronological approach appearing therein, although in a summary fashion, in this brief.

3. *United States ex rel Condon v. Erickson*, 478 F.2d 684(CA 8 1973); *Mattz v. Arnett*, 412.U.S. 481 (1973); *State of South Dakota v. Williamson*, 221 N.W. 2d 182 (S.D. 1973); *DeCoteau v. District Court*, 211 N.W. 2d 843 (S.D. 1973); *United States ex rel Feather v. Erickson*, 489 F.2d 99 (1973); *Cook v. South Dakota*, No. 11326-2-FGD (S.D., filed Mar. 13, 1974).

the 1901 materials–they were "designed for a different purpose"–were not inconsistent with the general understanding of the law (in light of *Feather*??)–and were used by Congress as a "facade" (for what, in light of *Feather*??) or a pretense of an agreed cession (for what reason, in light of *Feather*??). In light of the position taken by counsel for appellant in 48 N.D.L. Rev. 551 (1972) and before the South Dakota Supreme Court in *State v. Molash, supra*, that the Yankton and Sisseton Reservations were disestablished by acts of nearly identical wording, this ambivalence is understandable although nevertheless confusing.

In any event appellee will take the position that in light of the *Feather* opinion, all of the Rosebud documents from this era can be equally persuasive, in this respect, in ascertaining the intent of Congress. In other words there was no "new policy" but rather, as aptly stated in the *Condon* opinion "simply a new method utilized by the Congress that no longer favored purchasing Indian Land and providing them free of cost to settlers." 344 F.2d at 687.

Secondly, with respect to the *Mattz* opinion, appellee notes and considers extremely significant the fact that the court in *Mattz* cited and utilized everything from the history of bills that were never enacted to various Annual Reports from the Commissioner of Indian Affairs, to ascertain whether or not Congress intended to disestablish the Klamath River Reservation. In this brief appellee will do the same with the purpose of surpassing the standards set forth by the United States Supreme Court that it be "clear" to this Court from the "surrounding circumstances and legislative history" that the Rosebud Reservation was in fact diminished. *Mattz, supra*.

In this light, and in view of the cardinal rule of Indian law that separate treaties with separate tribes must be separately construed, appellee is confident that the Rosebud materials are sufficiently persuasive with respect to what Congress intended to do to the Rosebud Reservation to be distinguishable from, and suggest a conclusion opposite of the rulings of the recent decisions of this Court,–while at the same time following the guidelines set forth therein.

In *Condon, supra*, this Court found the question presented to be "close" and resolved the issue in favor of the tribe. In this case the question presented remains the same, but the question is not close. As the lower court stated:

> The allottment sections, the school land provisions, the many negotiations conducted by Inspector McLaughlin, the congressional reports and debates, and the subsequent congressional enactments for each act lead this court to believe and be of the opinion that the surrounding legislative history and circumstances *clearly* indicate a congressional intent to separate each of the counties concerned, to return the counties to the public domain, and to extinguish the reservation or "Indian land" nature of those

counties thereafter.

.A.A.1 at 74-75.

1. 1901 Negotiations.

Since 1889, Gregory County had been anxious to acquire that portion of the Rosebud Reservation within its boundaries, ostensibly because the county government could not be maintained by the number of settlers on the small amount of non-reservation land available within it. After nearly two years, the county obtained the assistance of the very able congressional delegation from South Dakota.[4] and under their direction the processes of acquisition were set in motion. Inspector James McLaughlin,[5] at the direction of the Department of the Interior and pursuant to Section 12 of the 1889 Act, was instructed to go to the Rosebud Reservation to treat with the Indians for a cession of this land. Although it was stated in the preamble that this was to be a "permanent" reservation, as noted by appellant, Section 12 therein provided:

> SEC. 12. That at any time after lands have been allotted to all the Indians of any tribe as herein provided, or sooner, if in the opinion of the President it shall be for the best interest of said tribe, it shall be lawful for the Secretary of the Interior to *negotiate* with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which said reservation is held of *such portions of its reservation* not allotted as such tribe shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said

4. The dominant members of South Dakota's congressional delegation consisted of Senator Robert J. Gamble and Congressman Charles H. Burke. Senator Gamble was elected to the United States Senate in 1900. He remained in that office until 1912. He was very active in all legislation concerning Indian lands durig that period.

Senator Gamble's fellow solon, Charles H. Burke, was elected in 1900. He remained in that office until 1906 when he was defeated in the election. He was, however, re-elected in 1908 and served until 1914. Congressman Burke later served for several years as Commissioner of Indian Affairs.

These two gentlemen had many things in common:

(1) Both chaired the Indian Affairs Committees in their respective houses.
(2) Both authored considerable legislation affecting Indians and Indian lands.
(3) Both submitted the committee reports concerning the legislation discussed herein to their respective houses.
(4) Both were members of the congressional delegation before the West River Reservation was diminished.
(5) The materials herein indicate that both understood the so-called "Crook Treaty," and were aware of its relation to later acts.
(6) One or the other of these men introduced and sponsored the bills presented therein.

5. Inspector James McLaughlin was United States Indian Inspector for the Department of the Interior. He had considerable experience in this particular area and eventually served the Office of Indian Affairs for over 50 years.

> tribe of Indians, which purchase shall not be complete until ratified by Congress: *Provided, however,* That all lands adapted to agriculture, with or without irrigation, so sold or released to the United States for the *sole purpose of securing homes to actual settlers,* and shall be disposed of by the United States to actual and bona-fide settlers only in tracts not exceeding one hundred and sixty acres to any one person, on such terms as Congress shall prescribe, subject to grants which Congress may make in aid of education. . . . Act of March 2, 1889, Section 12, 25 Stat. 888 (emphasis added).

In early 1901 Inspector James McLaughlin, acting pursuant to Section 12 and at the request of the Department of the Interior, concluded an agreement with the Indians for an outright lump-sum cession of the surplus portion of the Rosebud Reservation lying within Gregory County. As stated above, appellant conceded in the court below the effect this agreement would have had on the boundaries or size of the Rosebud Reservation had it been immediately ratified. Consequently, appellee's brief below only summarily referred to the documents that confirmed that concession. In light of appellant's new position, and *Feather, supra,* however, a more detailed account of the negotiations would seem appropriate.

In the first instance, appellee's argument in relation to the effect the 1901 agreement would have had on the size or boundaries of the Rosebud Reservation is *not* premised solely on the fact that the operative language of the 1901 agreement contained the "cede, sell, relinquish" preamble of nearly 40 years of established cession agreements which extinguished reservations throughout the entire Western United States. Nor is it premised solely on the fact that the government was to purchase the land for a sum certain and without the trust restrictions of those surplus cession agreements tailored to comply with the Dawes Act of 1887. Rather, the thrust of its argument is founded upon the clear and concise documentation of that effect which appears in all the materials which surrounded the 1901 negotiations and the agreement both before and after it was amended: a documentation that the Rosebud Reservation was to be "diminished" to a "nice square reservation," a "square tract about the same size and area of the Pine Ridge" reservation, that by "disposing of this corner of the reservation," the members of the Rosebud Sioux Tribe would have a "nice square reservation," a "compact and almost square area about the same size and area as the Pine Ridge Reservation," in effect a "diminished reservation." For example, the following series of interchanges that took place at a counsel on August 13, 1901, in the Ponca Creek District of the Rosebud Reservation:

> Inspector McLaughlin: My friends, I have called to see you today for the purpose of ascertaining whether or not you are willing to sell the unallotted lands in Gregory County to the Government. . . .You doubtless know that there has been considerable talk for the past two years of *negotiating with you people for this corner of the reservation.* . . In negotiation with Indians for tracts of land, a portion of which has been allotted to them, *the privilege has been given the Indians to elect whether they shall*

remain upon their allotments or relinquish their allotments and remove to the reservation. I do not think that it is for the best interest of the Indians at any time to vacate their allotments. The lands that you have taken are, of course, the best lands of this county, and it is very doubtful if you could find as good land anywhere within the *diminished reservation for the reason that the best lands have all been allotted . . .If you dispose of this surplus land* it will leave you about the same size reservation as the Pine Ridge Indians have. . . .By disposing of this little corner of the reservation, it would leave you a nice square reservation and the proceeds of the sale would benefit you very much. Council Transcript at 1, April 13, 1901 (emphasis added). [hereinafter cited as C. T.]

Again, on April 15, 1901, when Inspector McLaughlin met with the Indians of the Big White River District he explained the situation in the same manner as he did in the Ponca Creek District:

> Every person would have the privilege [sic] of remaining on the land that has been allotted to him, or of relinquishing it and *removing to the diminished reservation, but I would advise you who have selected tracts of land to remain upon your allottments in case of the cession of this land to the Government* . . . . C.T. at 1-3 (emphasis added).

Similarly, on September 5, 1901:

> Inspector McLaughlin: I am here under orders of the Secretary of the Interior who was authorized by Congress, at its last session, to negotiate through any Indian inspector, with any Indian tribes for the cession of their surplus lands, and he has sent me here to negotiate with you for your surplus lands in Gregory County, that is, for all of your lands in Gergory County that has not been allotted to Indians. . .If an agreement for these is reached by us, the allottees of Ponca Creek district will be brought into direct contact with the white settlers but as I said before, it is only a question of time until that condition has to be met. . . .
>
> *The cession of Gregory County will leave your reservation a compact, and almost square tract, and would leave your reservation about the size and area of Pine Ridge reservation.* . . C.T. at 1-4, Sept. 5, 1901 (emphasis added).

And the members of the tribe were very much aware of the fact that this was the "effect" the 1901 agreement would have. Statements similar to the one by Ralph Eagle Feather appeared throughout the entire transcript:

> We Indians intend to own the land and have taken it in allotment just as the president said to take it. We want payment for all vacant land left after that. After that the Indians for future generations can live upon the land and own it, that is, the land within the *diminished reservation,* in case Gregory County should be ceded. CT at 24, Sept 10, 1901 (emphasis added).

The one thing that is clear from the appellant's brief with respect to controverting this aspect of the effect the 1901 agreement would have had on the Rosebud Reservation, even though its exact position on this overall issue is uncertain, is the rather conspicuous absence of citations or quotations from any contemporary source dealing with the Rosebud Reservation to support a

contrary conclusion. The reason for the "conspicuous absence" of such material in appellant's brief is, of course, that it simply does not exist. To compensate, therefore, appellant resorts to what appellee would term its "bad faith argument"–charging Congress either directly or by innuendo with "pretenses," "camouflages," "intent to defraud," or calling the court's attention time and time again to the lack of the requisite consent of the members of the tribe to any of the acts therein presented for construction–an argument that should be dispensed with at the outset.

Even if some of these allegations are correct–certainly appellee has never argued that Congress always maintained that degree of trust to which it was bound to adhere to in dealing with its Indian wards–the fact remains that these are questions of policy–questions reserved for the United States Court of Claims and are not properly before this Court and should not have any bearing on the resolution of congressional intent presented herein. The lower court recognized this argument of the appellant near the conclusion of its opinion:

> While this Court does not necessarily agree with the mores or the methods employed at that time, there is little doubt that the congressmen were engaged in the process with the "doing away" of the reservation. This Court's only function is to determine congressional intent, not to rewrite history. A.A.I at 78.

And by so stating, the court below was complying with the dictate of the United States Supreme Court that:

> But in no case has it been adjudged that the courts could by mere interpretation or in deference to its view as to what was right under all the circumstances, incorporate into an Indian treaty something that was inconsistent with the clear import of its words. It has never been held that the obvious, palpable meaning of the words of an Indian treaty may be disregarded because, in the opinion of the court, that meaning may in a particular transaction work what it would regard as injustice to the Indians. That would be an intrusion upon the domain committed by the Constitution in the political departments of the Government. Congress did not intend, when passing the act under which this litigation was inaugurated, to invest the Court of Claims or this court with the authority to determine whether or not the United States had, in its treaty with the Indians, violated the principles of fair dealing. *United States v. Choctaw Nations,* 179 U.S. 494 (1900).

With respect to the " no consent" charge by appellant and in partial defense of Congress and all concerned it must at least be noted that the Rosebud documents are replete with citations to the 1903 United States Supreme Court decision of *Lone Wolf v. Hitchcock,* 187 U.S. 553 (1903). The import of this decision, at least as far as Congress was concerned, was that Congress had the plenary power to deal with the Indians as it saw fit. In applying this principle to the Rosebud Indians, it soon became evident that it no longer needed the ratification of three-fourths of the adult male Indian population of the Rosebud Reservation as consent to any cession of the Rosebud

Reservation. Under the Dawes Act, some form of consent was needed nevertheless, and the Office of Indian Affairs felt that a concurrence of the majority of adult Indian males would suffice for this purpose. Although this explanation appears again and again in the Rosebud documents, it is interesting to note that appellant has neglected to mention this fact.

2. 1901 Agreement: School Land Section.

As further documentation that the 1901 agreement was intended to diminish or extinguish a portion of the Rosebud Reservation your appellee cites the school land section which the court below referred to as:

> [A]n unequivocal statement in corresponding action by the Senate of the United States premised solely and only upon the fact that the title of the Indians was extinguished and the lands restored to the public domain. It is a strong indication by Congress that its intention was to diminish the size of the Rosebud Reservation. The amendment was adopted without discussion, again buttressing the impression that the diminution of the Rosebud Reservation was a premise upon which all members of Congress acted when enacting the various Indian acts. A.A.I at 44.

More specifically the court below was referring to the fact that on the first day the original 1901 lump-sum cession agreement was presented on the floor of the Senate for ratification, Senator Gamble immediately proposed, and the Senate immediately agreed to, without discussion, the following amendment:

> The next amendment was, at the end of the bill, to insert the following as a new section:
>
> SEC. 4. That sections 16 and 36 of the lands hereby acquired in each township shall not be subject to entry, but shall be reserved for the use of the common schools, and the same are hereby granted to the State of South Dakota for such purpose; and in case either of said sections, or parts thereof, of the lands in said county of Gregory is lost to said State of South Dakota by reason of allotments therof to any Indian or Indians now holding the same, or otherwise, the governor of said State, with the approval of the Secretary of the Interior, is hereby authorized, in the tract herein ceded, to locate other lands not occupied, in quantity equal to the loss, and such selection shall be made prior to the opening of such lands to settlement.
>
> The amendment was agreed to. 35 Cong. Rec. 3187 (1902).

Senator Gamble then explained the reason for its inclusion to the Senate:

> Under the provisions of the enabling act authorizing theadmission of the State of South Dakota into the Union, sections 16 and 36 in every township were reserved for school purposes. *This provision did not apply to permanent Indian reservations, but became operative when the Indian title was extinquished and the lands became a part of*

> *the public domain.* This would withdraw about 29,000 acres of these lands and would leave about 387,000 acres to be open to settlement and which would be affected by the proposed amendment. Cong. Rec., *supra* (emphasis added).

The provision of the enabling act to which Senator Gamble referred provided:

> Nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act *until the reservation shall have been extinguished and such lands be restored to, and become a part of the public domain.* Act of February 22, 1889, ch. 180, 25 Stat. 676 (emphasis added).

The Committee of Indian Affairs first suggested the school land provision when the bill was pending before it, even though Senator Gamble felt that the provision itself was superflous as the grant to the state would become operative without further legislation when, in his words, the "reservations were opened, is in this case, and became a part of the public domain. . ." 35 Cong. Rec. 4856 (1902). If the original 1901 lump-sum cession agreement had been ratified, the reservation would have been "extinguished" and the land restored to the "public domain." The Indians would have been left, what Inspector McLaughlin referred to as,a "nice square reservation."

In the court below appellant's original brief merely noted the school lands were exempted from sale and/or disposition and did not offer the court one word of explanation for this provision. Then, after appellee had presented its argument appellant did make a rather ineffective attempt to controvert the presence of the school land provision in its reply brief. The court below dismissed appellant's argument simply because it was contrary to what was stated in page after page of the Congressional Record in the Senate and House Reports on the bills. Before this Court, appellant now attempts to explain away the explicit statements in the House and Senate Reports and in the Congressional Record in a similar manner by citing case law in which the courts were not even concerned with whether or not the reservation was disestablished and extinguished, but rather simply when that extinguishment of Indian title took place. Appellant then conludes with "Again the district court's position that the school land provisions demonstrated disestablishment of the reservation is left without foundation." B.A. at 31. Even more astonishing is the fact that the *Brindle* and *Hitchcock* decisions cited by appellant were concerned with cession statutes which did disestablish reservations! Perhaps this is the reason that neither of these decisions has ever been cited by any of the courts recently, including the United States Supreme Court, when resolving an issue similar to the one presented herein. They are simply immaterial to the issue.

3. Congressional Record.

Approximately 50 pages of the Congressional Record now record the heated debate that took

place on the floor of the Senate in March and April of 1902. The sole subject of this debate was a ratification of the original 1901 lump-sum cession agreement and the appropriation policy for which it stood. In light of the statement in *Condon* that "this was simply a new method utilized by a Congress that no longer favored purchasing Indian lands and providing them free of cost to settlers," however, most of the "new policy" material presented to the court below can now be deleted. 344 F.2d at 687. Nevertheless, because your appellee must persuade this Court that the 1901 agreement was intended to disestablish a portion of the Rosebud Reservation some of the material is deserving of at least a cursory examination.

For example, in the April debate on the original 1901 agreement Senator Platt attributed this same precise effect to the agreement that Inspector McLaughlin, the members of the Rosebud Sioux Tribe, and Senator Gamble had in the materials set forth above:

> Mr. PLATT of Connecticut. . . . .I do not know how many million acres still remain in Indian reservations which must in the future be opened to public settlement, but there are many millions, and, at the rate we have been paying the Indians under the agreements made with them for such lands, the amount to be expended in the not very distant future will run up into the millions. . . .
>
> Now, this particular agreement comes here to be ratified upon a payment to the Indians of about $2.50 an acre for the surplus lands within their reservation which are under the agreement to be ceded to the United States and become part of the *public domain*. The Indians in negotiating said that was not a fair price for the lands and they were worth a great deal more, but finally the negotiation was concluded. The agreement comes here. So far as the Senate considers it, it is an agreement to open a reservation—to pass ordinarily without any particular examination or any thought of the consequences to the Government in the matter of expense. I will not go into the history of the negotiations as to these lands, but the price paid or agreed to be paid to the Indians is $2.50 an acre for the entire acreage which is to be brought under the *public domain* by cession to the United States.

And so did Senator Clapp:

> Mr. CLAPP. . . .Here is this reservation in South Dakota. Of course the Senators from South Dakota can speak more specifically of the character of the reservation and its surroundings than I can; but because we have to pay the Indians a certain amount for that reservation, as a matter of progressive Indian policy, for the purpose of separating the Indians and *extinguishing the reservation* or for the purpose of meeting the advancing demands of civilization for the use of the lands, it does not follow that land is primarily and inherently worth so much an acre. 35 Cong. Rec. at 4801, 4802, 4807. (emphasis added).

Similar remarks attributing a similar effect appear throughout the debate on the 1901 agreement, but they would appear unnecessary in the absence of any citations to or quotations from, any other contemporary source by the appellant indicating a congressional intent to the

contrary. The 1901 agreement *was* intended to disestablish a portion of the Rosebud Reservation as stated by the court below. [6]

4. Remove to the reservation or diminished reservation.

In the 1901 Ponca Creek District council, Inspector McLaughlin told the members of the Rosebud Sioux Tribe that:

> In negotiating with Indians for tracts of land, a portion of which has been allotted to them, the privilege has been given the Indians to elect whether they shall remain upon their allotments or relinquish their allotments and remove to the reservation. I do not think that is is for the best interest of the Indians at any tine to vacate their allotments. The lands that you have taken are, of course, the very best lands of this country, and it is very doubtful if you could find as good land anywhere within the diminished reservation for the reason that the best lands have all been alotted. C.T. at 1-2, April 13, 1901.

Such privileges were usually given to any member of any tribe which was about to cede a portion of its reservation in which allotments had previously been made. Ordinarily, this privilege would expire upon the date the lands were to be proclaimed open to settlement. For example, the 1891 Act that disestablished a portion of the Crow Reservation provided:

> That all lands upon that portion of the reservation to be herein ceded which, prior to the date of this agreement, have been allotted in severalty to Indians of the Crow tribe shall be retained and enjoyed by them: *Provided, however*, That such Indians shall have the right at any time within three years to surrender his or her allotment, and select a new allotment within the retained reservation upon the same terms and conditions as were prescribed when selecting the first allotment. Act of March 3, 1891, 26 Stat. 4041.

In other cases the wording of the provisions which were explicitly set forth in the act would vary from "remove from the ceded area" to "remove to the remaining" or "diminished reservation." Apart from the probative value of such provisions in so far as they confirm the disestablishment of a portion of the reservation, one other ramification of such a provision that is heavily played upon by appellant is entirely misplaced: the fact that some members of the tribe would necessarily be residing upon allotments outside of the boundaries of the reservation.

Assuming the three Rosebud acts did disestablish a portion of the Rosebud Reservation all of the trust allotments situated therein would nevertheless still be defined as Indian Country for the

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6. Some of the 1903 and 1904 materials as well as other material attribute this same effect back to the 1901 agreement.

purposes of Federal and tribal jurisdiction – this was the case in the early 1900's and it is the case today.

Yet at 13 of Appellant's brief the following statement appears:

> One of the effects of disestablishing the reservation is to destroy its status as Indian country as defined in 18 U.S.C. 1151, to eliminate tribal and Federal jurisdiction, to subject the Indians to the loss of Federal and tribal benefits available only to reservation Indians, and to expose the Indian people to state laws, state taxes, state police, state courts and state officials. B.A. at 13.

A similar statement also appears at 20 of appellant's brief wherein it is stated that an altering of the reservation boundaries would "strip the reservation Indians of their Federal and tribal rights to be free of State jurisdiction." B.A. at 20.

Evidently appellant has momentarily forgotten the remaining sections of 18 U.S.C. 1151 and a good part of over 50 years of United States Supreme Court Indian case law for these simply are not accurate statements.

With respect to the civil and criminal jurisdiction, it would be superfluous to cite all of the decisions which restrict the jurisdiction of the state and expound upon the presence of Federal and tribal jurisdiction over these areas.

With respect to programs and benefits, most Federal and tribal benefits have always been available to the allottees and their families so situated, notwithstanding the fact that the tribal and Federal agencies have for over 60 years considered Todd County to be *the* Rosebud Reservation. As far as appellee has been able to determine, these Federal programs need only be "on or near Indian reservations" according to the Code of Federal Regulations. The Sisseton-Wahpeton tribe presents a prime example of the extent of tribal and Federal programs that have continued to exist irrespective of the heretofore declared status of the Lake Traverse Reservation.

If appellant has been misled by one sentence appearing in the decision of the court below, the injury was to a large extent self-inflicted – the court simply said that "Congress, in effect, offered to allow Indians to exchange and take their allotments in what would continue to be Indian land so that they might continue to benefit from *all* of the programs that the government had on the reservation." A.A.I at 71 (emphasis added). And to a limited extent, this was undoubtedly true. But neither the court below or appellee would ever maintain that the mere fact that the allotment would be situated outside the boundaries of the Rosebud Reservation would sever said allottee's

tribal relations or dependency upon the Federal government much less cause him to lose his "share in the benefits of those moneys since they would no longer be 'Indians belonging to and having tribal rights on the Rosebud Reservation' " as appellant has stated in regard to the proceeds of the land sales. B.A. at 18. Indeed, such a position would be in blatant contradiction to the Dawes Act of 1887 as implemented by subsequent legislation.

5. The "Preservation of Rights" [Benefits] Provision.

Article 5 of the original 1901 lump-sum cession agreement provided:

> It is understood that nothing in this agreement shall be construed to deprive the said Indians of the Rosebud Reservation, South Dakota, of any benefits to which they are entitled under existing treaties or agreements, not inconsistent with the provisions of this agreement. S.Doc. 31, 57th Cong., 1st Sess. 42 (1901).

In the court below appellant's brief was founded upon the "crucial" preservation of rights clause deemed to be significant in *New Town, supra*. Appellee pointed out that the provision appeared word for word in Article 5 of the original 1901 lump-sum cession agreement which even appellant conceded would have diminished the reservation and that a "right" to a secure reservation with a fixed boundary in a lump-sum cession agreement to cede part of that reservation would seem to be a tenuous right at best. In effect the "bundle" agrument eventually destroyed itself.

In this appeal, appellant now questions (apparently) what precise effect an immediate ratification of the 1901 agreement would have had, but only two pages of its brief are devoted to this agrument. Appellee stands on the probative evidence of disestablishment presented throughout this brief and in addition notes that the "bundle of rights" argument was not deemed to be significant in *Condon, supra*, or *Feather, supra*, indeed was not even mentioned in the opinion.

In any event, at least appellant now argues with the terminology chosen by Congress and the clause is correctly referred to as the treaty *benefit* language for, as was pointed out to the court below, the terms "right" or "rights" do not appear anywhere within the text of the three Rosebud Acts. Therefore, if said provision is deemed significant it should be only in connection with the preservation of "benefits" discussed in the preceeding subsection. In this respect the essence of the provision can be traced back to the cession agreements of the mid 1800's. But for the sophisticated agrument which was originally founded upon the presence of the "crucial" provision in the three final acts, your appellee would have hardly thought it worthy of any comment whatsoever and would have therefore treated it in the same manner as Congress did.

B. THE TRANSITION PERIOD: 1902-1904

It is during this time period, at least as far as the Rosebud Reservation is concerned, that Congress changed the type of arrangement it would use in acquiring Indian land. The agreement of 1901 was amended, and as such, finally emerged as the Act of 1904. In thecourt below, appellee agreed with appellant that as to the Rosebud Reservation, "the Gregory County Act would *establish* a *new* policy." B.P. at 30 (emphasis as in original). Appellee also commended appellant for its quotation from such an excellent source of legislative history as the House of Representatives Report No. 443 appearing at 29 of appellant's brief below:

> Both of these bills [i.e., both the House andSenate versions] present a new idea in acquiring Indian lands, and if this bill should be enacted into law it will establish a new policy and be a departure from the policy that has long since prevailed in acquiring Indian lands, as heretofore it has been the practice and policy of the Government to purchase lands from the Indians and pay them therefor and then open the same to entry and settlement. . .
>
> This bill provides that the lands shall be disposed of under the homestead laws by the settler paying therefor and the proceeds paid to the Indians, and it is expressly provided by Section 6 of this bill that the United States shall in no manner be bound to purchase any portion of the land except the school sections, or dispose of the same except as provided, or to guarantee to find purchasers for said lands, it expressly stating that the intention of the act is that the United States shall act as trustee for the Indians in disposing of the lands and pay over the proceeds from the sale thereof only as the same are received. B.P. at 29-30.

But Appellee did not agree that this singular quotation could realistically be cited to support the proposition that it alone has either sufficient "legislative history" to "dispel" any confusion or cause such "ambivalence" to render the "language of the act subject to the rule. . .that doubtful expression in treaties and statutes dealing with Indian affairs must be resolved in favor of the Indians." B.P. at 31. This was especially so in view of the paragraph appearing on the very next page in the same report:

> There is no question but what the Indians have no use for the land that is proposed to be ceded by this bill; that the tract is only a very small portion of the Rosebud Reservation, and is really only a *corner of the reservation, which will be left compact and in a square tract and a reservation about equal in size to the Pine Ridge Reservation, in South Dakota.* H.R. Rep. No. 443, 58th Cong., 2d Sess. 3 (1904) (emphasis added).

Rather, the position of appellee was that this 1904 act did in fact diminish the Rosebud Reservation in precisely the same manner which would have occurred had the original 1901 lump-sum cession agreement been ratified. The position of appellee before this court remains the same. The following interrelated propositions will be utilized to support that position:

II. THERE IS NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE "NEW POLICY" WAS INTENDED TO AFFECT THE DIMINUTION WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

III. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE AMENDED 1901 CESSION AGREEMENT (1904 ACT) WAS INTENDED TO EFFECT THE SAME DIMINUTION WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

IV. THE DOCUMENTS AND STATUTES CONCERNED WITH GREGORY COUNTY AFTER THE PASSAGE OF THE 1904 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED

II. THERE IS NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE "NEW POLICY" WAS INTENDED TO AFFECT THE DIMINUTION WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

If the 1904 Act was not intended to diminish the Rosebud Reservation as the original 1901 lump-sum cession agreement would have, where in any of the contemporary documents is there any reference to this fundamental policy change? Appellant's brief below certainly did not contain any citations to support what would have to be referred to, at least as to the Rosebud Reservation, a rather drastic reversal in policy within a period of two years. Nor does appellant's brief to this Court.

Here, in the documents of this period, and not in the 1930's, 1940's or the 1970's, is where the metal of appellee's concept should be put to the test. Certainly, in the approximately 200 pages of materials specifically dealing with this particular reservation and the 1904 Act, there should have been one paragraph which would at least arguably support appellant's position. But it is not appellee's position that the absence of any evidence to support appellant's position should, of itself, be determinitive of the issue of what effect the 1904 Act had on the Rosebud Reservation - for there is ample evidence which should suffice to that end.

III. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE AMENDED 1901 CESSION AGREEMENT (1904 ACT) WAS INTENDED TO EFFECT THE SAME DIMINUTION WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT

For Congress, Inspector McLaughlin, and the Indians, the only "new policy" was an amendment which represented a feasible solution to the opposition's appropriation argument. It was not in any way concerned with the diminution of the Rosebud Reservation which your appellee has established would have followed the ratification of the original 1901 lump-sum cession agreement and each of the following subsections butress this conclusion.

A. CONTINUITY

1. Brief for Appellant Below.

In the court below appellant tried to persuade the court that the presence of the entire text of the 1901 agreement could be explained away on the basis that it was Congress' first attempt to implement the new policy. For example, at 29 of appellant's brief below the following statement appeared: "The Gregory County Act incorporates this language verbatim, as it does the entire text of the 1901 agreement." B.P. at 29. Although appellee preferred to refer to the Gregory County Act as the amended 1901 lump-sum cession agreement for that is what the 1904 Gregory County Act was, appellee agreed with appellant that the text of the agreement was there. But appellee did not agree that the presence of the entire text of the 1901 lump-sum cession agreement (except for the 1901 appropriation provisions) could be rationalized away as appellant attempted, by merely stating that "certainly Congress can be excused from employing language suggested by another and echoing an abandoned policy in its very first attempt to implement a new policy." B.P. at 30.

Nor did appellee agree with appellant that "Congress exhibited an understandable ambivalence and [sic] confusion in the Gregory County Act over exactly what language would be most appropriate to express the workings of the new land acquisition policy"; that appellant's isolated quotation of Senator Burke's report was sufficient "legislative history" to dispel any "confusion" or "ambivalence";[7] or that such ambivalence "renders the above language of the act" [the entire 1901

7. The merits of the plaintiff's selected legislative history were noted in the introduction of this brief.

agreement, as incorporated??] subject to any rule of construction resolving anything in favor of the Rosebud Sioux Tribe. B.P. at 31. Rather, it was appellee's position that Congress only amended the 1901 agreement to the extent necessary to implement the new policy and did not intend to change the other aspects of the agreement in any way. The court below did not think appellant's argument was persuasive.

In this Court appellant has adopted a new argument, an argument which your appellee would submit as even more untenable than the ones submitted below. Its position is simply that the whole 1904 Act was a dirty trick:—"The format was a camouflage"— "a pretense"—"only a dressing, a front to give the statute the face of an agreed transaction,"—"the new version (S. 7390), followed the pretense of ratification of the September 14, 1901 agreement..." B.A. at 18, 31, 43. Appellant's consent argument has been disposed of at 11-12, *supra*, and this "camouflage" argument is so utterly without foundation that it does not even merit rebuttal. The format of the 1904 Act was the result of the way the new version was submitted. For example, the format of the bill itself, was introdued by Congressman Burke to the House on January 30, 1904, was:

> The Clerk read the *bill*, as follows: A bill to ratify and amend an agreement with the Sioux tribe of Indians of the Rosebud Reservation, in South Dakota, and making appropriation and provision to carry the same into effect.
>
> [entire text of *1901* Agreement]
>
> Therefore,
> Be it enacted, etc., that the said agreement be and the same hereby is, accepted, ratified and confirmed as *herein* amended and modified.
>
> [1901 Agreement as amended and modified]
>
> 38 Cong. Rec. 1422-1423 (1904).

It is appellee's position that the mere fact that Congress did use not only the language of an "abandoned" policy, but the entire text of an "abandoned" agreement intended to disestablish a portion of the Rosebud Reservation, would in and of itself, seem to be indicative of a continuity of policy as amended, and not as appellant would have this court believe, congressional incompetency or some dirty trick.[8]

And on this same point the Court will also have to excuse President Roosevelt, for as appellant stated below:

8. See Note 4, *supra*.

He employed language in that proclamation which nearly duplicated the language which Congress used in the Act of April 23, 1904. From this language, one might infer that Roosevelt did contemplate a diminished Rosebud Reservation. B.P. at 25.

2. The Senate and House Documents. Even the Senate and House Reports on the 1903 and 1904 acts, which are discussed in detail in other parts of this brief, not only treat the original and amended 1901 agreement in this same fashion, but also amend and make a part of each report, several of the 1901 documents in their entirety.

3. The Congressional Record. If one were to choose almost any page in the Congressional Record before the amendment of the original 1901 lump-sum cession agreement and compare the terminology appearing therein to that used after the agreement had been amended, he would note that the Congressmen continued in all instances to refer to thesubject matter with which they were concerned in exactly the same descriptive terminology. Perhaps more than any other single passage in the Congressional Record evidencing this continuity is Congressman Burke's explanation of the differences between the two bills to the House:

> Mr. BURKE. Mr. Speaker, this bill provides for the opening to settlement of 416,000 acres of land, *now* a portion of the Rosebud Reservation, in South Dakota, being that portion of the reservation in Gregory County. In 1901 a treaty was entered into with the Rosebud Indians on the part of the United States, by which the Indians agreed to sell to the Government this land for $2.50 per acre. That treaty was transmitted to Congress, and because of the fact that it provided that the Government should pay for the lands outright and then take the chance of theTreasury being reimbursed by disposing of the lands to settlers, it never got further than through the Committee on Indian Affairs, which unanimously reported it favorably. It was never given consideration in the House.
>
> Toward the concluding days of the last session of Congress a new bill was prepared, substantially as this bill now provides, and that bill provided that the lands should be ceded by the Indians to the Government, disposed of to settlers under the provisions of the homestead law, and price to be fixed at $2.50 an acre, as was provided inthe original treaty. That bill did not receive consideration in the last Congress because of lack of time, but during the summer that bill was submitted to this tribe of Indians for their acceptance, and forty-eight more than a majority consented to accept the terms of that bill. This bill is substantially the same as the bill which I have just referred to, except that the committee, in view of a suggestion made by the Commissioner of Indian Affairs, in which he said he had no objection to the passage of this bill provided the Indians were insured as as much money as they would have received under the treaty, instead of fixing the price at $2.75, which was provided in the bill submitted to the Indians during the summer, fixed the price at $3 per acre for all lands taken within the first six months and $2.50 for all lands taken thereafter.
>
> It was thought by the committee that this would certainly insure to the Indians as much money as they would have received under the original treaty, and, in my judgment, it insures their receiving considerably more. There is no opposition to the passage of this measure, so far as I know. The Indian Bureau and the Secretary of the Interior have both approved it, providing we fix a price ,as we have done, that will insure

> the Indians as much money as they would have received under the original treaty. The Committee on Indian Affairs has considered it fully and at length and has spent several meetings of the full committee considering it. The report of the committee is unanimous. I do not care to occupy the attention of the House in making any extended remarks on the bill, and unless some gentleman desires to ask some questions I will reserve the balance of my time. 38 Cong. Rec. 1423 (1904) (emphasis added).

In this connection, it is also interesting to note that both appellant and some of the recent opinions seem to attach some sort of special significance to the "opening" or "opened reservation" terminology and in some manner equate this terminology with the new trustee-homestead provision which supposedly "opened the reservation without diminishing the size or boundaries of that reservation." Yet, at least with respect to the Rosebud Reservation, this simply is not the case. This "opened" reservation terminology was used by nearly every member of Congress participating in the debates from the first day the original 1901 lump-sum cession agreement was introduced:

> Senator GAMBLE. . . .It has long been the policy of the Government to *open* the Western reservations. . . .Within the limits of the land proposed to be *opened* to settlement there are upward of 450 Indian allottees, and the settlers who take these lands will be obliged to assume the responsibilities of the local community practically unaided by the Indians, and to bear largely all the responsibilities that have heretofore been borne by the Federal Government. . . .
>
> Mr. STEWARD. . . .In this very case the committee had much doubt whether the land was worth $2.50 an acre; but they finally consented to report the bill, because the Senator from South Dakota insisted that it would be detrimental and ruinous to the State of South Dakota to have settlement there tied up in this way, and that these lands *ought to be opened*. . . . .
>
> Mr. PLATT. . . .It is true that several years ago—more than 10 years ago I think—in *opening Indian reservations*, we paid large and extravagent prices for the land to the Indians. . . .35 Cong. Rec. 3187, 3188 (1902) (emphasis added).

but also appears throughout the congressional documents and debates before the turn of the century in connection with other acts conceded to have disestablished portions of the reservation – for example the 1889 Act which disestablished portions of the Great Sioux Reservation and the 1891 Fort Berthold Act.

B. THE OFFICE OF INDIAN AFFAIRS.

As further indication that the trustee-homestead amendment was not intended to affect the diminution aspect of the original 1901 lump-sum cession agreement which appellee has established, reference is made to the manner in which the Office of Indian Affairs handled the amendment. Inspector McLaughlin's new instructions simply explained it and then stated:

It is not deemed necessary herein to give you any definite instructions as to the form of the agreement and the manner of its execution inasmuch as you are thoroughly familiar with these features of the subject. *Attention* is invited in this connection, however, to Department *instructions* to you dated *March 21, 1901*, in connection with the negotiation of the former agreement. Letter from W.A. Jones, Commissioner of Indian Affairs to Inspector James McLaughlin, June 30, 1903 (emphasis added).

Inspector McLaughlin explained the trustee-homestead amendment to the members of the Rosebud Sioux Tribe in the same manner:

I am here to enter into an agreement which is similar to that of two years ago, except as to the manner of payment. . . ." C.T. at 21, July 25, 1903.

. . .the agreement which I submit for your consideration is similar in every respect to that of two years ago, except you will have to wait for the sale of the land to receive your money. . . . C.T. at 37, July 25, 1903.

The objections to the former agreement was not on account of the price, but to the manner of payment. . . . C.T. at 50, July 25, 1903.

There has been a sentiment growing in Congress for a number of years past, and is now stronger than ever against paying Indians for ceded land direct from the U.S. Treasury. That is what is referred to in my letter of instructions, which I read you, as being a new departure in the manner of disposing of the surplus lands of Indian reservations, and instead of paying Indians direct from the U.S. Treasury as heretofore for their surplus lands,: they will be paid from the proceeds of the sale of lands ceded; the Department thus acting as trustee for the Indians, and the Interior Department having charge of the lands will dispose of them in such a manner as will secure to the Indians the highest price obtainable. This is the new departure referred to, and I believe, my friends, that no treaty will ever again be made with the Indians, by which they will receive a lump-sum consideration for the tract ceded. . . .I am here to enter into a new agreement, from which you will receive as much for your lands as the agreement of two years ago provided, but the manner of disposing of it is different. . . .The Government collects from the homesteader and pays it over to you. . . .*You will still have as large a reservation as Pine Ridge after this is cut off*. . . . C.T. at 5, 12, 22, July 30, 1903 (emphasis added).

C. THE SCHOOL LAND PROVISION

In the court below your appellee pointed out the fact that the only treatment this school land provision had received in any of the briefs as of that date was a mere acknowledgement of its presence. For example, appellant below merely listed the provision in the "Lands exempted from sale and/or disposition" and "appropriations" sections of its brief. B.P. at 31-33, 41. But for the reasons stated in the Congressional Record and the Senate and House documents for its necessary inclusion in the original and amended 1901 agreement, no other treatment would probably have been warranted. When the provision is examined in light of these reasons, however, it is your

appellee's position that it assumes such an added degree of significance as to constitute one of the most enlightening provisions to be found in any of the acts.

As appellee has discussed at 12, *supra*, on the first day the original 1901 lump-sum cession agreement was presented on the floor of the Senate for ratification, Senator Gamble immediately proposed, and the Senate immediately agreed to, without discussion, the school land provision. 35 Cong. Rec. 3187 (1902).

As Senator Gamble explained to the Senate:

Under the provisions of the enabling act authorizing the admission of the State of South Dakota into the Union, sections 16 and 36 in every township were reserved for school purposes. *This provision did not apply to permanent Indian reservations, but became operative when the Indian title was extinguished and the lands restored to and became a part of the public domain.* This would withdraw about 29,000 acres of these lands and would leave 387,000 acres to be opened to settlement, which would be affected by the proposed amendment. Cong. Rec., *supra*(emphasis added).

The provision of the enabling act to which Senator Gamble referred provided:

Nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act *until the reservation shall have been extinguished and such lands be restored to, and become a part of, the public domain.* Act of February 22, 1889, ch. 180, 25 Stat. 676 (emphasis added).

The Committee of Indian Affairs first suggested the school provision when the bill was pending before it, even though Senator Gamble felt that the provision itself was superfluous as the grant to the state would become operative without further legislation when, in his words, the "*reservations were opened, as in this case, and became a part of the public domain. . . .*" 35 Cong. Rec. 4856 (1902)(emphasis added).

Certainly Congress, at the time of this debate, had intended the 1901 agreement to disestablish a portion of the Rosebud Reservation, and so the "public domain" and "extinguished reservation" concept is understandable. After all, Congress was concerned with the original 1901 lump-sum cession agreement which your appellee has established would have had this effect on the Rosebud Reservation. In other words, at least as far as the Rosebud Reservation is concerned, Congress had not as yet, as appellant below stated, abandoned this policy in favor of the "new" policy, i.e. the trustee-homestead amendment.

But why is this school land provision, founded as it is upon a provision made operative *only*

when " the reservation shall have been extinguished and such lands restored to, and become a part of, thepublic domain," still present in the final act representing the "new" policy which purportedly did not diminish or extinguish reservations? And what is Congressman Burke doing explaining the school land provision to the House of Representatives on January 30, 1904, *after the adoption of the new policy*, in not only the same descriptive terminology of the old policy which appellant below argued had been abandoned, but also in terms of the same diminutive or extinguishing concept the 1901 agreement would have had on the reservation!

> Mr. FINLEY: Mr. Speaker, I observe that in section 4, reserving school lands, it is provided that the government pay for those lands, Is that the usual appropriation that is put in all bills of this character?
>
> Mr. BURKE: I am glad that the gentleman has asked me that question. I would state that under the enabling act under which the State of South Dakota was admitted to the Union it was provided that sections 16 and 36 in said State should be reserved for the use of the common schools of that State, and *it further provided that as to the lands within an Indian reservation the provisions of that grant would not become operative until the reservation was extinguished and the land restored to the public domain.* That enabling act was passed by Congress on the 22nd day of February, 1889. In March of that same year Congress ratified a treaty with the Sioux Indians in South Dakota for the cession of something like ten or eleven millions of acres of land, and made an express appropriation, in accordance with provisions of the enabling act, to pay outright of the Treasury the money for sections 16 and 36 of that land at the price stipulated for in the treaty.
>
> Mr. FINLEY: Then, as I understand the gentleman, he bases the wisdom or equity for this provision upon the enabling act admitting South Dakota into the Union.
>
> Mr. BURKE: Yes.
>
> Mr. FINLEY: And not otherwise?
>
> Mr. BURKE: No. 38 Cong. Rec. 1423 (1904) (emphasis added)

Precisely the same underlying reason for the inclusion of this school land provision in the final act, namely that the act would extinguish that portion of the reservation and hence make operative the enabling act, is also given in all of the House and Senate Reports submitted *after* the adoption of appellant's "new" policy:

> The bill also provides that sections 16 and 36 or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and an appropriation of $90,000 is made for this purpose. This provision is in conformity with the guarantee given to the State of South Dakota by Congress in the enabling act, which provided that any reservations open to settlement subsequent to the admission of the State into the Union, that sections 16 and 36 would be reserved and ceded to the State for school purposes. H.R. Rep. No. 3839,

> 57th Cong. 2d Sess. 2 (1903).
> The bill also provides that sections 16 and 36, or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and an appropriation of $90,000 is made for this purpose. This provision is in conformity with the guarantee given to the State of South Dakota by Congress in the enabling act, which provided that in any reservations open to settlement subsequent to the admission of the State into the Union, that sections 16 and 36 would be reserved and ceded to the State for school purposes. S. Rep. No. 3271, 57th Cong. 2d Sess. 2 (1903).
>
> Section 4 of the bill provides that sections 16 and 36, or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and section 5 provides for an appropriation of $90,000 for this purpose. This is in conformity with the guaranty given to the State of South Dakota by admission of the State into the Union sections 16 and 36 would be reserved and ceded to the State for school purposes. H.R. Rep. No. 443, 58th Cong., 2d Sess. 2 (1904).
>
> Section 4 of the bill provides that section 16 and 36, or the equivalent of two sections in every township, shall be ceded to the State of South Dakota for school purposes and paid for by the United States at $2.50 per acre, and section 5 provides for an appropriation of $90,000 for this purpose. This is in conformity with the guaranty given to the State of South Dakota by Congress in the enabling act, which provides that in any reservations opened to settlement subsequent to the admission of the State into the Union sections 16 and 36 would be reserved and ceded to the State for school purposes. S Rep. No. 651, 58th Cong., 2d Sess. 2 (1904).

The connotation of the "open to settlement" terminology has been discussed at 23, *supra*.

Appellant's arguments, both in the court below and in this Court, regarding the school provision have been discussed and disposed of *supra*. At 13. In addition thereto appellee would note that irrespective of what equitable interest the members of the Rosebud Sioux Tribe may have retained until the proclamation opened the land to settlement and irrespective of what precise moment said lands were actually and technically restored to the public domain, the import of the Congressional Record and the Senate and House Reports *specifically concerned with the Rosebud Reservation and this section of the 1904 Act is totally clear and unambiguous: that portion of the Rosebud Reservation affected by the 1904 Act was being disestablished by the 1904 Act.*

D. THE FINAL REPORTS: SENATE REPORT NO. 651 AND HOUSE REPORT NO. 443

The legislative history of each of the three Rosebud Acts contains so much material that is specifically and blatantly contrary to the undiminished reservation theory that even appellant can not devise or structure a plausible argument to explain it away. One such example is the final reports on the 1904 Act.

Senate Report No. 651 and House Report No. 443 are one and the same, as the Senate Committee on Indian Affairs deemed the subject matter of the measure to be so "fully covered" (S.Rep. *supra* at 1) by House Report No. 443, they adopted it in its entirety. The report and appended materials consist of some 12 pages that relate, in detail, the history of the Gregory County Act. Although appellee deems the entire report to be extremely significant and has in fact discussed certain aspects of it elsewhere in this brief, only two areas will be examined at this point. Keeping in mind that the general purpose of this subsection was to show that Congress never intended that the trustee-homestead amendment would in any way affect the diminution of the Rosebud Reservation which appellee has established would have occurred had the original 1901 lump-sum cession agreement been ratified, your appellee notes and deems significant the following paragraph:

> There is no question but what the Indians have no use for the land that is proposed tobe ceded by this bill; that the tract is only a very small portion of the Rosebud Reservation, and is really only a corner of the reservation, *which will be left compact and in a square tract and a reservation about equal in size to the Pine Ridge Reservation, inSouth Dakota.* S. Rep., *supra* at 3 (emphasis added).

This paragraph, especially when considered in connection with not only the tenor of the Commissioner of Indian Affairs testimony before the House Committee, but also the specific reply he made when asked about the advisability of consent (i.e., "If you wait for their consent in these matters, it will be fifty years before you can do away with the reservations.") (S. Rep., *supra* at 4-5 [emphasis added]) which was also reproduced in the report proper,[9] not only deals with the precise effect the 1904 Act was to have on the Rosebud Reservation, but also serves to put the issue in what appellee would term a proper historical perspective.

Both reports represent the final word of the Senate and House Committees on Indian Affairs, and in effect, of Congress itself.

The House passed the bill on February 1, 1904, after a short explanation by Congressman Burke, the significant portion of which has already been discussed inthis brief. On April 18, 1904, the entire report was first read by the Secretary, and the bill passed the Senate without any discussion whatsoever.

Appellant has failed to address any portion of its brief, either in the court below or in this

9. By "report proper," your appellee means that portion of the report exclusive of the appended material.

Court, to this unequivocal and very significant report to Congress of what was to be a new Rosebud Reservation.

IV. THE DOCUMENTS AND STATUTES CONCERNED WITH GREGORY COUNTY AFTER THE PASSAGE OF THE 1904 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED

One would logically assume that if, *after* the 1901 agreement had been amended to include the trustee-homestead provision, a portion of the reservation was *still* to be "cut off," "extinguished," and "restored to the public domain" and that portion remaining to be left "compact and in a square tract" and "still as large as" or "about equal in size to the Pine Ridge Reservation," as Inspector McLaughlin, Congressman Burke, Senator Gamble, and the language and provisions of the act and reports indicated, there should be some confirmation of this diminutive effect in documents and statutes concerned with Gregory County and the Rosebud Reservation *after* the act had been passed and proclamation issued. C.T. at 22 (1903); 38 Cong. Rec. 1423 (1904); H.R. Rep. No. 443, 58th Cong., 2d Sess. 3 (1904). (Cited sources describing the effect of the 1901 agreement *after* it had been amended to include the trustee-homestead provision i.e., the 1904 Act.)

The appellee submits that, in its *entirety*, the judiciary could not expect a more *relevant, consistent, clear, immediate and unequivocal* confirmation of this sort than the 1905 "extension" statute and peripheral materials concerned therewith.

1. 1905 Extension Statute

   a. S.Rep. No. 2760, 58th Cong., 3rd Sess. 1 (1905):

> The Committee on Public Lands, to whom was referred the bill (S. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which *were heretofore a part of the Rosebud Indian Reservation* within the limits of Gregory County, S. Dak., having had the same under consideration, beg to leave to report the bill back with the recommendation that it be amended, and that as amended it do pass. . .
>
> The portion of the Rosebud Indian Reservation which was subject to the legislation provided by the act of April 23, 1904, was thrown open for settlement by the proclamation of the President of the United States under date of May 13, 1904. . .(emphasis added).

   b. H.R. Rep. No. 4198, 58th Cong., 3rd Sess. 1 (1905):

> The Committee on the Public Lands, to whom was referred the bill (S.5799) to

provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were *heretofore a part of the Rosebud Indian Reservation* within the limits of Gregory County, S. Dak., having had the same under consideration, beg leave to report the bill back with the recommendation that it do pass.

The portion of the Rosebud Indian Reservation which was subject to the legislation provided by the act of April 23, 1904, was thrown open for settlement by the proclamation of the President of the United States under date of May 13, 1904. . . . (emphasis added).

c. 39 Cong. Rec. 1578 (1905) (remarks of Senator Gamble on S. 5799, on Jan. 30, 1995):

Extension of Time to Homestead Settlers.

Mr. GAMBLE. I ask unanimous consent for the present consideration of the bill (S. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands *which were heretofore a part of the Rosebud Indian Reservation within the limits of Gregory County*, S. Dak. . .(emphasis added).

d. Act of February 7, 1905 (S. 5799) ch. 545, 33 Stat. 700: An Act To provide for the extension of time within which homestead settlers may establish residence upon certain lands which were *heretofore a part of theRosebud Indian Reservation within the limits of Gregory County, South Dakota*. . .

> Be it enacted. . ., That the homestead settlers on the lands which were *heretofore a part of the Rosebud Indian Reservation* within the limits of Gregory County, South Dakota, opened under an Act to ratify and amend an agreement with the Sioux tribe of Indians of the Rosebud Reservation, in South Dakota, and making appropriation and provisions to carry the same into effect, approved April twenty-third, nineteen hundred and four. . .be, and they are hereby, granted an extension of time in which to establish their residence upon the lands so opened. . .(emphasis added).

e. 33 L.D. 408 (1905):

Instructions

Department of the Interior,
General Land Office
Washington, D.C., Feb. 9, 1905

Register and Receiver,

Chamberlain, South Dakota. . . .

Gentlemen: The Act of February 7, 1905, provides–

That the homestead settlers on the lands which were *heretofore a part of the Rosebud Indian Reservation* within the limits of Gregory County, South Dakota, opened under an act entitled " an Act to ratify and amend an agreement with the Sioux tribe of Indians of theRosebud Reservation. . . ." be, and they are hereby, granted an extension of time in which to establish their residence upon the lands so opened and filed upon until the first day of May, anno Domini nineteen hundred and five. . . .

You will see that as to lands in the *former* Rosebud Reservation. . . . . this act is given effect in your office as to all entries made of such lands prior to

November 1, 1904. W.A.Richards, Commissioner

Approved: E.A. Hitchcock,
Secretary
(emphasis added).

The court below cited the above materials as a "clear indication," a "clear expression," that Gregory County had ceased to be considered in the "congressional mind" as reservation and "that the Congress of the United States considered the reservation nature of Gregory County extinguished." A.A.I. at 46-47.

Although appellant has quoted the *Mattz* opinion to this court as follows: " '[S]ubsequent legislation usually is not entitled to much weight in construing earlier statutes.' *Mattz v. Arnett*," (B.A. at 59) to support its assertion that "the subsequent enactments are inconsistent, inconclusive and for that reason not a reliable indicator of Congressional intent," appellee is confident that this Court is completely aware as was the lower court that the complete statement of the United States Supreme Court in *Mattz* was "although subsequent legislation usually is not entitled to much weight in construing earlier statutes, *United States v. Southwestern Cable Co.*, 392 U.S. 157, 170, (1968), *it is not always without significance.*" 392 U.S. 157, 170 (emphasis added). Other miscellaneous documents which also attributed this same diminution to the 1904 Act. (See Appendix at 86, 87).

As appellee stated to the court below, this list of "former" references is not and was not intended to be complete in the sense that it includes all references of a later date concerned with the Gregory County opening. Nor is it intended that because of the "former" references such an intention must be "imputed" back to the 1904 Congress. Rather, the references are merely intended as a confirmation that the diminutive effect attributed to the 1904 Act before passage was recognized after the act was effective. [10]

The list is therefore to be considered only as additional support for what was in the court below and still remains appellee's primary contention in this Court: that the legislative history and the text of the 1904 Act, considered together and in their entirety, are sufficient to show that the 1904 Act was intended to diminish the Rosebud Reservation. The court below used one of the above references for precisely this purpose when at page 24 of its opinion it stated that the transcript "adds weight" to its conclusion that the 1904 Act diminished the Rosebud Reservation and cited

Inspector McLaughlin. . . .There is no railroad running over any portion of the

10. 1907 and 1910 confirmation sections are intended to be equally within the purposes and limitations stated in this paragraph.

> Rosebud Reservation, none within the boundaries of your reservation. That railroad in Gregory County has not yet come across your reservation boundary, but should it come into your reservation, you would receive pay for its right of way. Any of the Indians who may live in Gregory County whose allotments have been crossed by that railroad, have, or will receive pay for the privilege of crossing their allotments. So you need not worry about that , my friends. "Dec. 14, 1906, *Rosebud Agency Hearing* by James McLaughlin, U.S. Indian Inspector, page 5." A.A.I at 51.

Appellant has jumped all over the court below and devoted over two pages of its brief to show that:

> The quotation set out in the opinion is intended to show that when McLaughlin in 1906 said that a railroad in Gregory County 'has not yet come across your reservation boundary***, it meant that McLaughlin considered the 1904 Act portion of Gregory County to be outside of the reservation and therefore the statute meant the same thing. The conclusion is not supported by the record or by McLaughlin's complete statement, . . .
>
> The record does not show whether, by 1906, an additional rail line had been built into the 1904 Act portion of Gregory county.
>
> McLaughlin's statement, read in context, does not support the trial court's conclusion that 'McLaughlin's assumption was that Gregory County was no longer a part of the Rosebud Sioux Reservation.' (B.A. at 52,52.)

asserting that this was "another example of the inappropriate use" of later materials to show "1904 Act intent." B.A. at 52.

In the first place the court below explicitly stated the reference quote only "adds weight" to the court's conclusion that the 1904 Act had in fact diminished the Rosebud Reservation. A.A.I at 50.

Secondly, and more importantly, the *record does show* and shows *clearly, contrary* to the assertions of appellant, that, by 1906, an additional rail line had been built into the 1904 Act portion of Gregory County. On page 20 of appellee's brief below, immediately after Inspector McLaughlin's statement the following documentation of that fact appears:

> 6. YESTERDAY AND TODAY: A HISTORY OF THE CHICAGO AND NORTHWESTERN RAILWAY SYSTEM, at 133 (1910). The following quotation from the annual report for fiscal year *1906* appears therein:
>
> The company had also undertaken the construction of an extension from Bonesteel, South Dakota to Gregory, South Dakota, a distance of 25.93 miles, and would be complete during the ensuing fiscal year. This extension will *pass through Gregory County*, which embraces that portion of the Rosebud Indian Reservation *opened to settlement in 1904*, and will terminate near the *present* eastern boundary of that

> reservation (emphasis added).

It would thus appear that the only "inappropriate use" of material would be the two pages of appellant's brief devoted this wholly unsuccessful attempt to discredit the court below.

1907 ACT [11]

If appellee's position as to the effect of the 1904 Act on the Rosebud Reservation is correct, the materials surrounding the 1907 Act should not only independently support this position but should also indicate a similar effect was intended by the 1907 Act itself. Since the 1907 documents enable one to view the effect of the homestead acts on the Rosebud Reservation both retrospectively and prospectively, they will be analyzed from that vantage point. The format will consist of the same three interrelated subheadings used in the discussion of the Gregory County Act.

I. THERE IS STILL NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE TRUSTEE–HOMESTEAD AMENDMENT WAS INTENDED TO AFFECT THE DIMINUTATION WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP–SUM AGREEMENT

The pillar of appellant's new policy, the trustee-homestead amendment, had been in effect for three years on the Rosebud Reservation and was about to be implemented again. Yet not one paragraph appears in any of the contemporary documents that clearly supports its concept of a reservation. Even in light of the fact that three years had passed since the "new policy" was applied to the Rosebud Reservation, one would expect at least some sort of casual remark or other manifestation from someone.

II. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE 1907 ACT WAS INTENDED TO EFFECT A SIMILAR DIMINUTION TO THAT WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP-SUM CESSION AGREEMENT AND WHICH DID FOLLOW THE 1904 ACT

A. CONTINUITY

If there is one striking characteristic that permeates all of the Rosebud materials from the

11. Act of March 12, 1907, 34 Stat. 1230–all of Tripp County and a portion of Lyman County.

conception of the original 1901 lump-sum cession agreement through thepassage of the 1910 Act, that characteristic is continuity: A continuity of terminology, procedure, personnel, and most importantly, policy.

1. Terminology. The "cession" and "open" terminology continues to appear throughout the documents of the period and is used interchangeably with and equated to the "sale and dispose of" terminology. In one paragraph reference is made to "the sale of that part of Reservation located in Tripp County" and in the next to the disposal of the "land ceded," *ad infinitum*. Letter from F.E.Luepp, Commissioner of Indian Affairs to Inspector James McLaughlin, December 5, 1906.

2. Procedure. The Secretary of the Interior again requested the Office of Indian Affairs to "prepare instructions" for Inspector McLaughlin to enter into "negotiations with the Rosebud Indians for the *cession*" of certain land in South Dakota and Inspector McLaughlin was thereby detailed in the precise same manner as in 1901. Letter from F.E. Leupp, Commissioner of Indian Affairs to the Secretary of the Interior, December 5, 1906 (emphasis added). The instructions referred to fair terms, "similar to those in the disposal of the ceded lands in Gregory County." Letter to Inspector McLaughlin, *supra*. Inspector McLaughlin explained the purpose of his visit in the same manner: "I am here under orders of the Secretary of the Interior to submit to you a proposition for the cession of your surplus unallotted land in Tripp County." A.A.III, doc. 19 at 1. As in 1901, an agreement was reached wherein a majority of the members of the tribe agreed to "cede, grant, and relinquish to the United States all claim, right, title and interest in and to all that part of the Rosebud Indian Reservation lying. . ." S. Rep. No. 6831, 59th Cong., 2d Sess. 1 (1907). Article II of the agreement provided that:

> In consideration of the lands ceded and relinquished by Article I of this agreement, the U.S. stipulates and agrees to dispose of the same, as hereinafter provided, under the provisions of the homestead and townsite laws, or by sale for cash, and shall be opened. . . . S. Rep., *supra*.

If the trustee-homestead policy was inconsistent with the "cede, grant, and relinquish to the United States all right, title and interest in" policy, as appellant still maintains, the Secretary of the Interior, the Office of Indian Affairs and Inspector McLaughlin certainly were not aware that such a distinction should apply to the Rosebud Reservation.

The Office of Indian Affairs and the Secretary of the Interior attempted to make the legislation conform with the expectations of the Indians. Both recommended that the agreement be ratified with only those changes necessary to make it effective. S. Rep., *supra* at 4. On February 18, 1907,

the Senate Committee on Indian Affairs concurred and Senate Report No. 6831 was submitted with the agreement basically intact. S. Rep., *supra*. However, at approximately the same time a bill substantially in theform of the final act had already passed the House. So the very next day the Senate Committee on Indian Affairs adopted the House bill, which was not in the "form" of the agreement, and the House report, which only appended the agreement. S. Rep. No. 6838, 59th Cong., 2d Sess. (1907). But for the fact that the other version had already passed the House, the *1907* Act could very well have ended up in the same form as the Gregory Act–a form containing the terminology of and representing a policy which according to appellant had long since been abandoned on the Rosebud Reservation. [12]

In any event, the fact that an agreement containing this "old" terminology was appended to and made part of theSenate and House reports is, in and of itself, significant. In addition, many of the provisions of the agreement were simply paraphrased and made a part of certain sections of the final act. [13]

3. Personnel.Many of the individuals responsible for the Rosebud legislation in 1907 were the same individuals that were responsible for the 1904 legislation. For the most part they were thoroughly familiar with the history of the Rosebud legislation, some even from the time of the 1901 agreement. This is additionally persuasive in light of appellant's citation that " 'It is the sponsors that we look to when the meaning of the statutory words is in doubt.' " B.A. at 59. In this respect, the references to and provisions of the acts which are inconsistent with the continued existence of certain portions of the Rosebud Reservation become even more of an anomaly. See Note 4, *supra*.

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12. Perhaps the reason why the House did not ratify the agreement *in toto* was that it had to be amended. In such a case, Inspector McLaughlin has succinctly stated in the very last paragraph of his report that:

> I desire to add that quite a number of the Indians before signing the agreement expressed themselves as fully concurring in all its provisions, but wanted it distinctly understood that should the agreement fail or ratification just as it was written. they did not wish their names transferred to appear as concurring in H.R. bill 20527, 59th Congress, 2d Session, or any other bill of a similar character, which they imagined was done with their signatures to the unratified agreement of September 14, 1901, when Gregory County lands were opened by the Act of April 23, 1904. Letter from Inspector James McLaughlin to the Secretary of the Interior, February 12, 1904.

13. The articles in the agreement were prefaced with "It is further agreed. . ." and "It is understood. . . ." In all instances the remainder of the provisions were then retained *in toto*. For example, compare the school land provision in the agreement and the final act. In essence, as Congressman Burke stated, the whole act was "substantially in accordance with an agreement which has just been made with the Indians. . .." 41 Cong. Rec. 3104 (1907).

In all instances, the 1907 bill and agreement were referred to as being "the same as" or "in line with" or substantially "similar to" the 1904 Act. C.T. at 31 (1906); 41 Cong. Rec. 3104 (1907); Letter to Inspector McLaughlin, *supra*. And the 1904 Act was consistently referred to by these men in such a manner as toleave little doubt that Gregory County was simply no longer considered to be a part of the Reservation. For example, there is Inspector McLaughlin's comment about the railroad set forth at 20, *supra*, and also the continual reference to Tripp County, not Gregory County, as *the* eastern part of the Reservation

> High Pipe: The best land we have is in *the eastern part* of our reservation, Tripp County. C.T. at 8 (1906) (emphasis added).

The agreement itself, the House and Senate Documents, and the Congressional Record also support this conclusion:

> cede, grant, and relinquish to the United States all claim, right, title. and interest in and to *all that part of the* Rosebud Indian Reservation lying south of the Big White River and *east*. . . .S. Rep. No. 6838, 59th Cong., 2d Sess. 4 (1907) (emphasis added).

> The purpose of this bill is to authorize the opening and sale of that portion ofthe Rosebud Reservation in South Dakota known as Tripp County, and it affects *all that portion of the reservation east* of range 25 of the fifth principal meridian south of the Big White River, and embraces about 1,000,000 acres.
>
> In the second session of the Fifty-eighth Congress a law was passed authorizing a sale of so much of this same reservation as was located in Gregory County, the tract affected being about one-half the area embraced in the tract affected by the pending bill and lying immediately adjoining and east of Tripp County. H.R. Rep. No. 7613, 59th Cong., 2d Sess. 1 (1907)(emphasis added).

> The purpose of this bill is to authorize the opening and sale of that portion of the Rosebud Reservation in South Dakota known as Tripp County, and it affects *all that portion of the reservation east* of range 25 of the fifth principal meridian south of the Big White River, and embraces about 1,000,000 acres.
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But for the discrepancy in acreage, it otherwise appears that if appellant's theory of an undiminished reservation is correct, Congress would be reselling and reopening that same portion of the Rosebud Reservation that had been opened and sold in 1904! Fortunately for the homesteaders and allottees in Gregory County, Gregory County was not a part of the Rosebud Reservation in *1907* and as the material in the next sections indicate Tripp County would soon be similarly located.

B. THE CENTRAL THEME

The three sources cited below are an example of what your appellee has attempted to stress throughout this entire section: that the central theme present in all of the Rosebud documents of this period is a concept of a reservation already diminished by one act, and soon to be diminished by another.

1. Commissioner of Indian Affairs. On December 15, 1906, F.E. Leupp, the Commissioner of Indian Affairs, submitted a 12 page report to the Secretary of theInterior on a bill that was them pending to dispose of that part of the Rosebud Indian Reservation in Tripp County, South Dakota. On the last page therein, he stated in simple and concise terms that:

> I have heretofore said in substance that, in my judgement, it is a mistake for Congress to direct the *restoration of the surplus lands* of an Indian Reservation *to the public domain* without first referring the question to the Indians. . . .Letter from F.E. Leupp, Commissioner of Indian Affairs to Secretary of the Interior, December 15, 1906 (emphasis added).

If the presence of the trustee-homestead provision in the Rosebud legislation was inconsistent with the restoration of lands to the "public domain," and hence inconsistent with the doing away with reservations, someone certainly should have communicated this information to the Commissioner of Indian Affairs. In addition, appellee would submit that the probative value of statements such as this is enhanced by the fact that this Commissioner was not a novice in these matters. Indeed, this is the same Commissioner who used the "doing away with reservations" terminology *after* the adoption of the trustee-homestead provision while testifying before the House Committee on Indian Affairs in *1904*, which was included, along with his report on the final draft on the 1904 Act, in both the 1904 Senate and House Reports.

2. The School Land Provision. Section 6 and 7 of the 1907 Act specifically provided that certain lands granted to the state be paid for by the Federal Government. The members of the House and Senate who were not as familiar with the Rosebud legislation as others more directly involved, were *consistently* and in all instances given the same explanation for this appropriation. A portion of the reservation would be extinguished by the 1907 Act (Tripp County), as portions thereof had been extinguished before, and a section of the enabling act required in such cases that land then be granted to the state. When Congressman Burke presented the bill to the House the following exchange took place:

> Mr. Finley. Does not the gentleman think that the State of South Dakota should have

land for school purposes, as is provided in the bill, and that the Government should pay for the land?

Mr. Burke of South Dakota. I will answer that question by stating that in at least six different instances since South Dakota was admitted into the Union Congress has made an appropriation and paid for the school sections under the *guaranty that was given* to the State when we came into the Union.

Mr. Finley. Why is that where certain sections have been allotted or patened the Government is called upon to pay for sections 16 and 36?

Mr. Burke of South Dakota. That refers to sections that have been allotted to the Indians, and it has always been the custom where school sections have been allotted to give to the State in lieu of such sections other sections, not exceeding two in any township.

Mr. Finley. Is it true that some of these lands have been allotted to the Indians?

Mr. Burke of South Dakota. It is true that a portion of the lands have been allotted to the Indians.

Mr. Finley. Does the gentleman think theGovernment should be called upon to pay to the State of South Dakota for lands allotted to the Indians? Doesn't the land belong to the Indians? I ask the gentleman if that practice has been the usual one?

Mr. Burke of South Dakota. We have heretofore appropriated to pay for sections 16 and 36 in every township, or where they had been taken to pay for a section in lieu thereof.

Mr. Finley. Has that been the rule where lands are allotted to Indians?

Mr. Burke of South Dakota. Yes; that has been the rule and was the rule in the former Rosebud bill which passed the Fifty-eighth Congress, and is exactly in line with this provision, and the price is the same. 41 Cong. Rec. 3104 (1907).

Although Congressman Burke could have explained the necessity for the inclusion of such a provision more succinctly as he had in other instances, an examination of the House and Senate reports reveals why such a detailed statement in this instance would have been superfluous. One entire page of each of these reports is devoted to this very question:

> Section 6 of the bill reserves sections 16 and 36 in each township for the use of the common schools, and grants the same to the State of South Dakota, and section 7 makes an appropriation to pay for the same at $2.50 per acre. This is following the *precedents* which have heretofore been established in the *opening* of other reservations in South Dakota, and is based upon section 10 of the act of Congress admitting South Dakota into the Union, approved February 22, 1889. Said section is as follows:
>
> SECTION 10. That upon the admission of each of said States into the Union sections numbered sixteen and thirty-six in every township of said proposed States, and where such sections, or any part thereof, have been sold or otherwise disposed of by or under the authority of any act of Congress, other lands equivalent thereto, in legal subdivisions of not less than one-quarter section, and as contiguous as may be to the section in lieu of which the same is taken, are hereby granted to said States for the support of common schools, such indemnity lands to be selected within said States in such manner as the legislature may provide, with the approval of the Secretary of the Interior: *Provided*, That the sixteenth and thirty-sixth sections embraced in permanent reservations for national purposes shall not at any time be subject to the grants nor indemnity provisions of this act, nor shall any lands

> embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act *until the reservation shall have been extinguished and such lands restored to and become a part of the public domain*.
>
> The following are the *precedents*:
> By section 30 of the act opening and dividing the *Great Sioux Reservation*, sections 16 and 36 were granted to the State, and an appropriation of $1.25 per acre was made to pay for same. Act approved March 2, 1889. (25 Stat. L. 898.)
>
> By section 30, act approved March 3, 1891, opening the Sisseton and Wahpeton Reservation, the school sections were ceded to the State and an appropriation made, and the same were paid for at $2.50 per acre. (26 Stat. L. 1039.)
>
> By act of August 15, 1894, opening the Yankton Reservation, the school sections were ceded to the State and paid for at $3.75 per acre. (28 Stat. L. 313.)
>
> Act providing for sale of Rosebud Reservation, in Gregory County, school sections were ceded and paid for at $2.50 per acre, and act authorizing sale of a portion of the Lower Brule Reservation, first session of the (Fifty-ninth) Congress, school sections were ceded to the State and paid for at $1.25 per acre. H.R. Rep. No. 7613, 59th Cong., 2d Sess. 3-4 (1907); S.Rep., No. 6838, 59th Cong., 2d Sess. 3 (1907) (emphasis added).

Whether one prefers the "opening" of the 1889 Reservation or the "sale" and "cede" of the 1904 Gregory County Act or whatever, the 1907 Act *was intended by Congress* to extinguish that portion of the Rosebud Reservation lying in Tripp County and restore it to the public domain in the same manner. It is with this in mind, as well as Commissioner Leupp's statement that appellee now turn back to a comment made by Congressman Burke on the floor of the House.

3. The Congressional Record. Certain statements appear throughout the Rosebud documents that the counties submit are susceptible of only one interpretation when viewed in their proper historical perspective and in light of the information stated in the other contemporary documents dealing with that reservation. Congressman Burke made just such a statement on the floor of the House on February 16, 1907:

> The Indians, as I have stated before, have agreed to the disposition of it under the terms of the bill. *They will have left, after this land is disposed of, a reservation that is substantially 50 miles square, and there are only 5,000 Indians.* 41 Cong. Rec. 3104 (1907) (emphasis added).

This statement is the perfect example of how the serial effect of the Rosebud homestead acts can be viewed both retrospectively and prospectively. Retrospectively, Gregory County was no longer a part of the reservation. Prospectively, Tripp County would soon be similarly located.

This quotation was presented by appellee to the court below in its brief at 27 and this is precisely the same manner in which the court below viewed the statement:

It can been seen, upon examining a map, that the quotation '50 miles square' referred to in the quote relates approximately to the size of the reservation minus Gregory, Tripp and Lyman Counties. Mellette and Todd County make up a generally square area, roughly 50 miles on a side. Again, one can see thecontinuous policy with relation to theRosebud Indian Reservation and opening the reservation, diminishing the reservation, and extinguishing the reservation nature of the lands concerned. A.A. I at 54.

Here is a sponsor of the 1907 Act, one, as stated in appellant's brief " 'that we look to when the meaning of the statute's words is in doubt.' " referring the whole House to a "reservation substantially 50 miles square," blatantly in opposition to appellant's whole theory in this case, cited and heavily relied upon by the court below,–and what is appellant's response? Again, appellant has failed to address any portion of its brief, either in the court below or in this Court, to this unequivocal and probative evidence of congressional intent.

Instead, it devotes another two pages of its brief to attacking yet another portion of the opinion of the court below:

The district court misconstrued the allotment. . . .

In the third place, in drawing its parallel with *Mattz*, the district court incorrectly read the allotment language of the Rosebud 1907 Act . . *the district court incorrectly read the allotment language of Section 2 of the 1907 Act*.... B.A. at 23, 25. (emphasis as in original).

which concludes with "Had Congress intended to dissolve the reservation status of the Tripp county portion of the reservation, it hardly would have provided for 160 acre allotments anywhere on the reservation, including Tripp County." B.A. at 27. The actual provision to which appellant refers is Section 2 of the 1907 Act:

. . .Provided, that prior to said proclamation, the Secretary of the Interior, in his discretion, may permit Indians who have an allotment within the Rosebud Reservation to relinquish such allotments and to receive in lieu thereof an allotment anywhere within said reservation. . . . Act of March 12, 1907, Sec. 2, 34 Stat. 1230.

Evidently appellant has prefered to set forth in its brief what it views as a more favorable paraphrased version, rather than the section of the act itself. B.A. at 26. In any event, this section does not support the position of the appellant in any way. The reason for the somewhat awkward reading of the provision as compared to the explicit language of the 1910 Act, is because of a special set of circumstances which then existed on the Rosebud Reservation. As the Commissioner of Indian Affairs explained to Inspector McLaughlin in his instructions:

The Office is in receipt of a communication of November 22, from Hon. Charles H.

Burke, wherein he says that he recently visited the Rosebud Reservation for the purpose of gaining information with a view to preparing a bill for the sale of that part of the reservation located in Tripp County; that he found that a large number of Indians had taken allotments in the western and southwestern parts of the reserve, and on lands which are now, and always will be, worthless, being nothing but sand hills; that the Indians who have allotments in the reservation elsewhere than in Tripp County should be permitted, in the discretion of the Secretary of the Interior, to relinquish them and to take allotments in lieu thereof in some other part of the reservation, including Tripp County; A.A. III, doc. 18 at 4.

In the first instance, of course, Tripp County was a part of the reservation–at the time of the instructions– at the time the bill was written–at the time the reports were made–and for purposes of allotment it would continue to be a part of thereservation until the act was passed and the lands opened to settlement.

Secondly, Gregory County, the eastern part of the original reservation was not within, directly or indirectly, the purview of this section which was designed to alleviate a condition in the *western* and southwestern parts of the reserve. The provision would, in addition, as the court below stated, still allow the Indians in the portion soon to be opened, to relinquish and remove to the diminished portion of the reservation–if they wanted to so remove.

Finally, but for the special conditions the very section which appellant thought in some way supported its argument, could very well have contained the same terminology of the 1910 Act–a terminology that definitely does not support its position. Therefore, in light of the reasons for the special wording of this 1907 section, and the context within which the court below was comparing it and a similar section of the 1910 Act to a portion of the *Mattz* opinion, the court below did not misconstrue this or any other section of the 1907 Act and its construction is *not* "in direct conflict with the plain language of the 1907 Act and the committee reports," as appellant has ascerted. B.A. at 26. Its opinion that:

The allotment sections, the school land provisions, the many negotiations conducted by Inspector McLaughlin, the congressional reports and debates, and the subsequent congressional enactments for each act lead this Court to believe and be of the opinion that the surrounding legislative history and the circumstances *clearly* indicate a congressional intent to separate each of the counties concerned, to return those counties to the public domain, and to extinguish the reservation or 'Indian land' nature of those counties thereafter. . .A.A.I at 74-75 (emphasis as in original).

is as well founded and sound today as it was when it was written.

III. THE DOCUMENTS AND STATUTES CONCERNED WITH TRIPP COUNTY AFTER THE PASSAGE OF THE 1907 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED AGAIN

1. 37 L.D. 124 (1909):

OPENING OF ROSEBUD INDIAN LANDS IN SOUTH DAKOTA (TRIPP COUNTY).

Regulations

Department of the Interior
Washington, D. C., Aug. 25, 1908.

The Commissioner of the General Land Office.

Sir: Pursuant to the proclamation of the President issued August 24, 1908, for the opening to settlement, occupation and entry of certain lands *formerly* within the Rosebud Indian Reservation in the State of South Dakota, under the act of Congress approved March 2, 1907 (34 Stat., 1230). . . .

Very respectfully,

Jesse E. Wilson,
Acting Secretary
(emphasis added)

2. EIGHTH ANNUAL REVIEW OF THE PROGRESS OF SOUTH DAKOTA FOR 1908. V. STATE DEPT. of HISTORY, SOUTH DAKOTA HISTORICAL COLLECTIONS 45 (1910):

Perhaps the most noteworthy event ofthe year 1908 in South Dakota has been the opening to settlement of the unallotted lands in *Tripp County, formerly a portion of the Rosebud Indian Reservation.* Pursuant to an act of Congress providing for the opening of these lands, the President in September issued his proclamation, directing that from October 7 to October 17 parties desiring to locate homesteads upon the Tripp County lands be permitted to register for the chance of drawing a homestead at Dallas, Bonesteel, Chamberlain or Presho, and during the period designated 114, 769 registrations were made, though there were but about four thousand homesteads available. The registrations exceeded the former rush to Gregory county lands in 1904 by more than eight thousand. . . (emphasis added).

3. Report to the Commissioner of Indian Affairs, Annual Report of theRosebud Agency, C.L. Ellis, Agent, 21-27 (1909):

. . .The Rosebud agency is located on the southern boundary of South Dakota.

Originally the reservation extended to the Missouri river onthe east, a distance of 150 miles east and west, and 50 miles north and south, and contained about three and one-quarter million acres of land. By the act of April 23, 1904, that part now known as Gregory County, on the eastern end of the reservation, was ceded and the surplus or unallotted lands made availagle for homesteads. Under the act of March 2, 1907 (Public No. 195), a tract about 33 miles east and west and 50 miles north and *east of the present diminished* reservation was opened to settlement. . . .

What is now known as the *diminished* reservation is a tract about 50 miles square embracing the western part of the original reservation. . . .

If the whole of the *diminished* reservation was attached to Tripp County for judicial purposes it would be much more convenient and expeditious. . . .

The diminished reservation, containing about 2500 square miles, is wholly a cattle range at present. . . .

The burning of the grass on a great part of Tripp County early last winter found many of the cattlemen's stock to seek grass on the *diminished* reserve. . . .

In order to keep the cattle of the *diminished* reservation from becoming reinfected by mingling with outside stock I have asked authority for material and labor to complete the south fence line, and to construct a fence along the Tripp County line to the 10th Parallel. Many thousands of posts and much labor have been expend·d inrepairing the fences on the other *three* sides of the reservation this season and they are now in good condition.

All the other day schools are located in the *diminished* reservation. . . .

Many new towns have sprung up near the reservation boarders and in Tripp County. . . .

C.L. Ellis
Special Indian Agent
in charge
(emphasis added).

4. Report of the Commissioner of Indian Affairs, 42 (1909):

Rosebud, S. Dak.–This reservation has been *diminished* very rapidly within the last few years by various acts of Congress. . . .

Respectfully,
Robert G. Valentine
(emphasis added).

See Appendix at 83, 84, 85, 86.

1910 ACT [14]

The 1910 materials are the most valuable documents for presenting what appellee would prefer to term, a proper historical perspective of the Rosebud legislation. Not only is the retrospective-prospective aspect discussed in the 1907 section more pronounced because of the

14. Act of May 30, 1910, 36 Stat. 448–All of Mellette County.

passage of time, but also herein lies the first history of the Rosebud legislation related by those members of Congress primarily responsible for the three acts.

Again, the format for presenting the 1910 materials will consist of the same three interrelated subheadings used in the discussion of the 1904 and 1907 acts.

I. THERE IS STILL NO EVIDENCE IN ANY OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE TRUSTEE–HOMESTEAD AMENDMENT WAS INTENDED TO AFFECT THE DIMINUTION WHICH YOUR APPELLEE HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP–SUM CESSION AGREEMENT

In light of the fact that the documents in this section set forth the entire history of the Rosebud legislation, one would expect that the elusive concept upon which appellant has premised its argument would at least be mentioned somewhere in these 300 odd pages–but it is not. Indeed, appellee has been unable to locate and appellant has not cited even one paragraph stating this concept in any of theRosebud douments concerned with the three acts.

II. THERE IS EVIDENCE IN ALL OF THE CONTEMPORARY ROSEBUD DOCUMENTS THAT THE 1910 ACT WAS INTENDED TO EFFECT A SIMILAR DIMINUTION TO THAT WHICH YOUR APPELLANT HAS ESTABLISHED WOULD HAVE FOLLOWED THE RATIFICATION OF THE ORIGINAL 1901 LUMP–SUM CESSION AGREEMENT AND WHICH DID FOLLOW THE 1904 and 1907 ACTS

A. CONTINUITY

To a large extent, the continuity that has manifested itself throughout the history of the Rosebud legislation is still apparent in the documents surrounding the 1910 opening.

Some of the men concerned with the earlier Rosebud legislation were no longer in Washington, but the two most influential still remained: Senator Gamble and Congressman Burke. Inspector McLaughlin, although now presenting the proposals only to procure the Indians' views and not to obtain a signed agreement, was still negotiating with the Rosebud Indians in formal council at the Rosebud Agency.

The most striking evidence of continuity of policy can be gleaned from the remarks of various individuals and documents concerned with what then constituted *the* reservation. In the

1907 subsection on continuity appellee stressed that Gregory County was simply no longer considered a part of the reservation and Tripp County would soon be similarly located. The 1910 materials support this conclusion without exception.

1. The Eastern and Northern Part. In 1901, the Indians and Inspector McLaughlin referred to Gregory County as *the* "eastern part" of the reservation. In 1906 *the* "eastern part" of the reservation was Tripp County. Now, in 1909-1910, the Indians and Inspector McLaughlin continually refer to certain townships located immediately *west* of Tripp County as *the* "eastern part of our reservation." C.T. at 6 (1909). In this connection, they are joined by none other than the Secretary of the Interior, James Rudolph Garfield, who refers to this same strip of land as not only being *east* but also in the *diminished* reservation—i.e. "on the *east* of the present *diminished* reservation," S. Rep. No. 887, 60 Cong., 2d Sess. 3 (1909) (emphasis added). (The cited source contains a letter from James Garfield, Secretary of the Interior to Robert J. Gamble, January 26, 1909.)

Corresponding to this "eastern" concept are the other references to the area to be opened by the 1910 Act as constituting the entire "northern part" or the "north part of our reservation." C.T. at 8,20 (1909). Almost without exception, appellant has not even attempted to explain away or circumvent the implications of this or similar congressional material contained in the House and Senate documents discussed immediately below.

2. The Senate and House Documents. This same concept of precisely what the boundaries of the Rosebud Reservation encompassed was also present in Congress. In 1909 the Senate Report on the pending legislation stated that: "The present area of the Rosebud Indian Reservation aggregates 1,800,000 acres." S. Rep. No. 887, 60th Cong., 2d Sess. 1 (1909). Later, on the floor on the Senate, Senator Gamble remarked that "the Rosebud Indians have a reservation of nearly 2,000,000 acres." 43 Cong. Rec. 1679 (1909). The Senate Report of the 1910 bill reiterated that: "the present area of the Rosebud Indian Reservation aggregated about 1,800,000 acres." (S. Rep. No. 68, 61st Cong., 2d Sess. 2 [1910]), and the House report stated the same thing in more definite terms.

The appellee would submit that to have a reservation with a present *area* of approximately 1,800,000 acres, to refer to land west of Tripp County as the east part of the reservation and Mellette County as the north part of that reservation, is to have a reservation in Congressman Burke's words "that is substantially 50 miles square" and whose boundaries could not possibly encompass either Tripp or Gregory County. Only with this concept in mind, can one grasp the full import of the Secretary of the Interior's statement that "the Rosebud Reservation has been reduced

very rapidly during the last few years." Letter to Robert J. Gamble, *supra*.

Although primarily cited for the proposition that Mellette County was soon to be similarly located, some of the material in the next subsection should also be analyzed in retrospect as well as for the general evidence of continuity appearing therein.

B. A DIMINISHED RESERVATION

Three specific areas can be cited for the proposition that the 1910 Act was to further diminish the Rosebud Indian Reservation in precisely the same manner as the 1904 and 1907 Acts: (1) The Anticipatory Statements, (2) Specific References to what was to be the Diminished Reservation, (3) Provisions of the 1910 Act. This is the material to which the court below attributed "the clearest indication yet of the congressional intent to diminish the Rosebud Reservation" and from which it was able to state that there was

> no doubt in this Court's mind, after having reviewed the contemporary documents from the passage of the 1910 Act, and the congressional history thereof, that the Congress of the United States had the intention of diminishing the Rosebud Reservation. . . A.A.I at 73.

In the court below and again in this Court, appellant has failed to even discuss, much less circumvent, the bulk of this material anywhere within the over 100 pages of briefs submitted to date. Certainly the problem could not have been an unawareness of its existence, for all of this material was set forth in quotations inthe brief of appellee below,and your appellee is not aware of any inaccuracies with respect to substance or citations.

1. Anticipatory Statements. Appellee includes herein references such as:

> The *present* area of the Rosebud Indian Reservation aggregates 1,800,000 acres. The lands proposed to be opened to settlement under the provision of this bill embrace an area of about 900,000 acres. . . The reservation is *yet* large. . . S. Rep. No. 887, 60th Cong. 2d Sess. 1,2 (1909) (emphasis added).
>
> The *present* area of theRosebud Indian Reservation aggregates about 1,800,000 acres. The lands proposed to be opened to settlement under the provisions of this bill embrace an area of 830,000 acres. . . The reservation is *yet* large. . . . S. Rep. No. 68, 61st Cong., 2d Sess. 2 (1910) (emphasis added).
>
> The area comprised in thepresent bill is about 800,000 acres and the proceeds from the sale thereof, under the terms of the bill, will probably amount to $3,000,000. There *will still be left* a reservation containing about 1,000,000 acres. . . H.R. Rep. No. 429, 61st Cong., 2d Sess. 2 (1910) (emphasis added).

> Mr. Gamble. . . .The Rosebud Indians *have* a reservation of nearly 2,000,000 acres. A bill has been introduced and favoraly reported by the Interior Department, and a unanimous report made from the Committee on Indian Affairs, under which it is *proposed* to open about *one-half* of the reservation to settlement. . . .43 Cong. Rec. 1679 (1909) (emphasis added).
>
> No U.S. Indian Inspector nor any other person or persons as yet has been authorized to explain this bill to us; therefore we would like to see someone that can give us at least a word security regarding the opening of any lands upon what *now* constitutes our reservation. Petition by Indians or the Rosebud Reservation (signed by Todd Smith and Reuben Quick Bear) to Hon. Wm. H. Taft, President of the United States, February 25, 1910 (emphasis added).

Such statements "anticipate" a *diminution* of the reservation of the type referred to specifically in the next subsection.

2. Specific References to what was to be the Diminished Reservation. By letter of April 29, 1909, Inspector McLaughlin reported to the Commissioner of Indian Affairs that the Indians expressed "their concurrence in the opening of the northern strip, provided the two tiers of townships in the eastern part of Meyer County remain a part of the *diminished reservation*." Letter from Inspector James McLaughlin to the Secretary of the Interior, at 3, April 29, 1909 (emphasis added). He also told the Indians specifically that "The opening of that part of your reservation will not only increase the value of the lands in that tract, but will also add a great deal to the value of the lands in your *diminished* reservation." C.T. at 14 (1909)(emphasis added). Other references of this nature include, but are not limited to, the following:

> I do not believe,therefore, that the strip of land on the *east* of the *present diminished reservation* should be opened yet. S. Rep. No. 887, 60th Cong., 2d Sess. 3 (1909). The cited source contains a letter from James Garfield, Secretary of the Interior to Robert J. Gamble, January 26, 1909 (emphasis added).
>
> It also provides that the Secretary of the Interior in his discretion, may permit Indians who have an allotment *within the area proposed to be opened to relinquish such allotments and to receive in lieu thereof allotments anywhere within the reservation proposed to be diminished.* S. Rep. No. 68, 61st Cong., 2d Sess. 3 (1910) (emphasis added).
>
> It also provides that the Secretary of the Interior, in his discretion, may permit Indians who have allotments within the area proposed to be opened to relinquish such allotments and to receive in lieu thereof allotments anywhere *within the reservation proposed to be diminished.* S. Rep. No. 68, 61st Cong., 2nd Sess. 3 (1910) (emphasis added).
>
> The bill is carefully safeguarded and provides that Indians who have taken allotments in the area proposed to be disposed of may relinquish such allotments and be reallotted within the *diminished reservation*, if they so elect. . . .

The area comprised in the present bill is about 800,000 acres and the proceeds from the sale thereof, under the terms of the bill, will probably amount to $3,000,000. *There will still be left a reservation containing about 1,000,000 acres and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette county is disposed of.* H.R. Rep. No. 332, 61 Cong., 2nd Sess. 2 (1910); H.R. Rep. No. 429, 61st Cong., 2nd Sess. 2 (1910) (emphasis added).

If there was no occasion for continuing a reservation larger than it would be when Mellette County was disposed of and the reservation was therefore to be diminished, one would expect the 1910 Act itself to contain not only provisions consistent with this objective but also provisions inconsistent with the continued existence of that part of the reservation affected by the 1910 Act—and indeed it does.

3. Provisions of the 1910 Act. Although the entire text of the 1910 Act is consistent with the concept of a diminished reservation, the counties will only discuss certain parts of sections 1, 2 and 8 at this point.

(a) Section 8: School Lands. The history of this provision and the necessity for its inclusion in the 1901 agreement, the 1904 Act, and the 1907 Act has already been set forth in detail at 12-13, 24-27, 37-39, *supra*. Therefore, it is necessary only to state that the same reason, namely the extinguished reservation and public domain section of the enabling act which would be made operative by the 1910 Act diminishing the reservation, was given for its incorporation into the 1910 Act:

> Sections 16 and 36 of the lands in each townships are not to be disposed of, but are reserved for the use of the common schools of the State, and these lands are to be paid for by the Government *in conformity with the provisions of the act admitting the State of South Dakota into the Union.* S. Rep. No. 887, 60th Cong., 2d Sess. 2 (1909) (emphasis added).
>
> Sections 16 and 36 of thelands in each township are not to be disposed of, but are reserved for the use of the common schools of the State, and these lands are to be paid for by the Government *in conformity with the provisions of the act admitting the State of South Dakota into the Union.* S. Rep. No. 68, 61st Cong., 2d Sess. 3 (1910) (emphasis added).
>
> There is also a provision reserving sections 16 and 36 of the lands in each township for the use of the common schools of the State of South Dakota, to be paid for by the Government at $2.50 per acre. The granting of these lands to theState is *in accordance with the provisions of the enabling act admitting South Dakota into the Union.* H.R. Rep. No. 332, 61st Cong., 2nd Sess. 2 (1910); H.R. Rep. No. 429, 61st Cong., 2nd Sess. 2 (1910) (emphasis added).
>
> Mr. Gamble. . . .The Government agreed to reserve these lands and pay for them, not

> only by law, but *under the enabling act* admitting the State of South Dakota to the Federal Union. . . .
> Mr. Crawford. . . .Sections 16 and 36, to which the Senator refers, are held from the settler, and are given to the State to keep good the pledge made to the State by the Government *under the enabling act* when the State was admitted into the Union . . . .Mr. President, with reference to sections 16 and 36, they or their equivalent belong to South Dakota, because theGovernment of the United States granted section 16 and 36 to the State *in the enabling act* under which the State was admitted into the Union, as it has granted to states *over and over again millions of acres of public domain* for the establishment and maintenance of common schools. 45 Cong. Rec. 1068, 1071 (1910) (emphasis added).

(b) Section 1: Indian Agency, School, and Other Lands. As for the land reserved as long as "agency, school, or religious institutions are maintained thereon for the benefit of said Indians" (Act, *supra*, Sec. 1) to which appellant alludes, appellee can find nothing therein which is inconsistent with its position. After all, Congress was aware of the Indian population that was allotted within the "tract to be ceded" and certainly did not expect *all* of these individuals to "relinquish the same and select allotments in lieu thereof on the diminished reservation." Act, *supra*, Sec. 1. For Congress to provide for these Indians in this manner is not inconsistent with the fact that the area to be opened would no longer be a reservation. As the court below stated,

> Congress knew that various members of the Rosebud Sioux Tribe had taken allotments in the lands soon to be ceded, and these provisions attempted to continue to provide for those people in that area, although the land would no longer be considered as reservation. A.A.1 at 69-70.

Appellant's assertion that "terminating the reservation status and setting land aside for future use for agencies to serve the Indians, for Indian school and for missions, all for the benefit of the resident Indians, cannot be reconciled with termination of reservation status." is not in accordance with the bulk of the contemporary documents of the period. B.A. at 21.

(c) Section 4: Timber Lands. At twenty-two of appellant's brief the following question appears:

> If, as held below, that portion of the reservation were being wiped out and Indian title extinguished, why reserve timber lands to the Tribe? Why leave the Tribe with vested interests? The opinion below was silent of the point. B.A. at 22.

A similar inquiry was also raised by appellant below and evidently the court below was satisfied with the answer that was submitted. Namely that the Congressional Record also supplied an answer to appellant's inquiry as to the reservation of timber lands toward the use of the Rosebud Indians:

> Mr. STAFFORD. Will the gentleman explain why he recommends an exception in

appraisement of mineral and timber lands?
Mr. BURKE of South Dakota. Because they are not to be disposed of. We are reserving them. Consequently we provide that they shall not be appraised. . . .
Mr. MONDELL. What is the gentleman's purpose in not disposing of the timber lands?
Mr. BURKE of South Dakota. We are providing in this bill and in the other bill that is exactly in the same form for reserving the timber land for the use of the Indians as a forest. *As a matterof fact, on this particular reservation there is not a single stick of timber, but the department seems to think the timber ought to be conserved,* and so we put this language in thebill.
Mr. MONDELL. You are conserving some timber that does not exist.
Mr. BURKE of South Dakota. So far as this reservation is concerned that is true, but we are establishing a precedent that might be good to follow in other reservations where there may be timber. . . .
Mr. BURKE of South Dakota. There is, as a matter of fact, no timber land in this reservation. We doubt if there will be found any lands that will be regarded as timber lands. But is was put in as a mere matter of precaution. 45 Cong. Rec. 5471, 5472 (1910) (emphasis added).

Even if the presence of this provision was other than merely precautionary, appellee would still be unable to discern any purpose other than one consistent with the acknowledgment by Congress of the continued presence of some members of the Rosebud Sioux Tribe in the area to be opened. In this light, the inclusion in the 1910 Act of some provisions for their benefit would seem to be entirely reasonable and not in any way inconsistent with the concept of a diminished reservation.

d. Intoxication Provision: At the conlusion of the section of appellant's brief on the intoxicant provision, appellant asserts that "Section 10 should have led the court below to the opposite conclusion." B.A. at 33. Yet nothing stated therein supports that assertion. The court below addressed a portion of its opinion in response to a specific question raised in the brief of appellant below: "And why did Congress specifically prohibit the introduction of intoxicants into Mellette County for twenty-five years just as if that county were Indian Country if it were not a part of the reservation?" (B.P. at 49) or as paraphrased in the text of the opinion: "The plaintiff would attach to this provision the Congressional intent to continue the lands in Mellette County as Indian lands." A.A.I at 67. In responding, the court below was impressed with the limited duration of the protection and concluded, correctly, that "Evidently Congress felt that is must provide a special section to prohibit such intoxicants for a period of time to protect the Indians who still had allotted lands in that area." A.A.I at 67.

This position was soundly supported by remarks in the debate on the provision wherein the court also found enlightening certain remarks in the Congressional Record stating that: "there is no longer a reservation when the lands are sold." 45 Cong. Rec. 5462, 5464.

The origin of the provision in the Mellette County Act can be traced to the Secretary of the Interior, R.A. Ballinger, who recommended that intoxicant provision in light of the then recent United States Supreme Court Case of *United States v. Dick*, 208 U.S. 340 (1908), which held prohibitions of this nature to be constitutional even though the land was to be ceded and restored the public domain. Specifically, Mr. Ballinger stated.

> The Supreme Court of the United States in Dick v. United States (208 U.S., 340), sustained a provision prohibiting the introduction of intoxicating liquors upon lands ceded by Indians for a period of twenty five years, but emphasized strongly the fact that the provision was for a limited period reasonable in duration. The Department doubts very much the advisability of attempting to impose upon ceded lands a perpetual prohibition against the sale of intoxicants, and also doubts the advisability of prescribing punishment for the sale of liquors in violation of the law. . . .Letter from R.A. Ballinger, Secretary of the Interior to Charles H. Burke, January 13, 1910.

Certainly this explanation should *not* have "led the court below to an opposite conclusion." B.A. at 33. Similarly, the citation of *Cohen*, by the court below which stated that "the purpose of this measure was to prevent sale of liquor on the boundaries of the land retained by the Indians [i.e., the diminished reservation]" was chastised by the appellant has having "no rational basis." B.A. at 32 (21). Unfortunately for appellant, the very same United States Supreme Court decision cited by Secretary Ballinger as the reason for the inclusion of the provision in the 1910 Act was also cited by Felix Cohen as an example of one of the "extensions upheld" by the United States Supreme Court in a footnote to the very same paragraph cited by the court below. *Cohen* p. 353 footnote 26.

Also, appellant's paraphrasing of what the court below "erroneously assumed" or failed to correctly assume (B.A. at 32) would seem to your appellee to somewhat distort what was actually presented in the opinion of the court below. For example, the court below did not use the term "buffer area" in its entire opinion.

(e) Section 1: "On the Diminished Reservation."

In the court below, appellant devoted six full pages of its brief to an attempt to convince that court to either totally disregard, attribute a different meaning to, or subject the following phrase to some ambiguity rule.

> Provided, That any Indians to whom allotments have been made on the tract to be *ceded* may, in case the elect to do so before said lands are offered for sale, relinquish same and select allotments in lieu thereof on the *diminished reservations*. . . .Act, *supra* (emphasis added).

In this Court, appellant, while only devoting three pages of its brief to similar events goes one step further and actually asserts that "What the district court conceived to be evidence of an intent to dissolve the reservation status." B.A. at 29(emphasis added). This statement is as untenable as the assertion made in the court below that:

> *The Mellette County Act contains a phrase which renders Congress' intent regarding the future status of that portion of the Rosebud Reservation uncertain and therefore subject to the rule that doubtful expressions be resolved in favor of the Indians in statutes passed resolved in favor of the Indians in statutes passed for their benefit.* B.P. at 45 (emphasis as in original).

and the "to remain reservation Indians and receive the benefits of Government programs" argument which has already been discussed and disposed of at 16, 17, 49-50, *supra*, . . irrespective of whether or not this would involve "so insensitive a result." B.A. at 28.

The remainder of appellant's alternative arguments will not withstand analysis either. For example, the statements in the *Mattz* opinion referring to the "was" in the Klamath River Reservation were intrinsically limited to the peculiar fact situation presented therein (the fact the reservation was considered to have been abandoned prior to the 1891 executive order) and as such are of no assistance whatsoever to appellant's "shorthand term of identification" argument. B.A. at 29.

Finally appellant urges that the "word 'diminished', as used in the 1910 Act must be delegated its place in the total context" and then sets forth a quotation from *Condon*. B.A. at 28. Earlier in its brief appellant had urged: "The reservation status of the Rosebud Reservation turns on the meaning and effect of those three statutes. But that meaning in effect takes life only in the *context of the history of the reservation.*" B.A. at 2 (emphasis added). The appellee would submit that in this instance, *this* remains a more appropriate place from which to ascertain the proper context and meaning of the word "diminished", indeed of the entire phrase in which it is contained. As far as the significance which appellant has anticipated appellee would attach to this phrase, it has simply miscalculated. In the first place, appellee would never advocate that an issue of congressional intent be disposed of by either a "casual reading" of an act or the presence of an "isolated word." B.P. at 46. The whole of this brief has been constructed around the concept that if the acts are construed in their proper historical perspective and in light of all the probative evidence of congressional intent that is available a picture of a reservation diminished by a *series* of acts unfolds. After all, in appellant's words, "This action seeks declaratory judgment as to the *effect* of these acts, 1904, 1907, 1910, on the size of the reservation. In truth the action asks the court to define for the parties the present boundaries of the Rosebud Indian Reservation." A.P. at ix (emphasis added). Of course,

appellee deems significant the fact that the 1910 Act, on its face and in plain language referred to the tract as being "ceded" and the reservation as being "diminished." But it is when this phrase is viewed in conjunction with the other material, such as Congressman Burke's statement of April 27, 1910:

> Mr. BURKE of South Dakota. . . .I might say, Mr. Speaker, that there are two propositions to be considered in disposing of the unallotted and unused lands on Indian Reservations. One is, at the earliest possible date, to get among the Indians the white men, and have those lands that are of no benefit to anyone, that are lying idle, doing no good, opened up and developed into farms, and *I believe that the placing through what were heretofore reservations* actual settlers will have the effect of civilizing the Indians who will have allotments and also give value to these allotments which at present are of very little value. . . .45 Cong. Rec. 5457 (1910) (emphasis added).

and House Reports No. 332, 429:

> The area comprised in the present bill is about 800,000 acres and the proceeds from the sale thereof under the terms of the bill, will probably amount to $3,000,000. *There will still be left a reservation containing about 1,000,000 acres, and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of* . . . . .H.R. Rep. No. 332, 61st Cong., 2nd Sess. 2 (1910); H.R. Rep No. 429, 61st Cong., 2nd Sess. 2 (1910) (emphasis added).

that the "effect of the acts" on the Rosebud Reservation can best be realized. And this was the manner in which the court below treated the question presented:

> It is this Court's opinion after having examined all the contemporary legislative materials, various government reports and discussions that the whole context of the acts from 1904 through 1910 had but one purpose in mind. It is clear that the purpose of those acts was to open those reservations to non-Indian settlers and to civilize those areas in what the Congressman obviously regarded as an uncivilized portion of the United States. As each successive act was proposed in Congress various reports referred to a continuing diminished size of the Rosebud Reservation. Originally the reservation was said to comprise 3,000,000 acres and later 1,800,000 acres and to finally compromise the reservation roughly to the size of 1,000,000 acres. A.A.I at 74.

There are no less than forty separate and unequivocal references in the Rosebud documents attributing a similar meaning to diminished that can only be equated with reduction of the boundaries of the Rosebud Reservation, some of which have been set forth *supra*, and some of which remain to be discussed.

(f) Todd County.

> No legislation has been enacted providing for the opening of Meyers [Todd] County, South Dakota, and until provision has been made for such opening that county will

remain a part of the Rosebud Reservation. Letter of March 24, 1909, from Acting Commissioner of Indian Affairs to W.W. Rankin. Archives 16937-09, Rosebud 308.1.

The position of appellee has been throughout this entire brief that Congress intended that each county affected by each act would be necessarily removed from the Rosebud Reservation. In other words, only after provision had been made for each opening was the county thereby removed. In 1909, *referring specifically to the Rosebud Reservation,* the Acting Commissioner of Indian Affairs succinctly paraphrased your appellee's position: "No legislation has been enacted providing for the opening of Meyers [Todd] County, South Dakota, and until provision has been made for such opening that county will remain a part of the Rosebud Reservation." Letter, *supra.*

The legislation referred to by the Acting Commissioner *was* introduced a short time later and as a postscript to the detailed discussion of the legislative history of the three acts presented heretofore, appellee would urge this Court to consider the following documents and their bearing upon the opinion of the court below and the arguments presented in this brief

On page 48 of appellant's brief there appears a summary reference to a 1911 bill providing for the opening of Todd County, similar in all respects to the bills that were enacted to dispose of the surplus land of the Rosebud Reservation. At the conclusion of this discussion, appellant states "On the theory of the court below, if the 1911 bill had become law, *there would be no Rosebud Indian reservation.*" B.A. at 49 (emphasis added). This is precisely the substance of what the Acting Commissioner referred to above and this is precisely the interpretation given the proposed legislation by Inspector McLaughlin, Senator Gamble, the Commissioner of Indian Affairs, the Acting Commissioner of Indian Affairs, and the Secretary of the Interior.

In May of 1911 Senator Gamble introduced a bill for the sale and disposition of the surplus lands of Todd County and requested the Secretary of the Interior to submit a report on the merits of the proposed legislation. In his letter to the Secretary, Senator Gamble stated:

> ....The area proposed to be opened compromises *all the remaining lands within the Rosebud Reservation.* Conditions are such on this reservation I believe it would be greatly to the advantage of the Indians should the lands be open to settlement. Railway extensions are in prospect in this part of the state. The opening of the lands would encourage and I believe make certain such extension. . . .The development of this part of the state has been greatly retarded in consequence so much of the lands being held *within* Indian reservations, and I regard it a matter of the utmost importance to the development and growth of the state that the lands be thrown open to settlement at the earliest practicable date consistent with the best interest of the Indians. I know of no substantial reasons why such conditions do not now exist. Letter from Senator Gamble to the Secretary of the Interior, April 12, 1911.

The Secretary, by letter of May 19, 1911, declined to do so, until Inspector McLaughlin could ascertain the wishes of the Indians.

On May 22, 1911, Inspector McLaughlin was instructed to proceed and complete his report by next December prior to the convening of Congress. As usual, the secretary noted that "Detailed instructions appear unnecessary in view of your several similar assignments in the past." A.A.III, doc. 36.

On November 1st Inspector McLaughlin convened the council at the Rosebud Agency. The members of the Rosebud Sioux Tribe were unanimously opposed to the proposition:

> RUBIN QUICK BEAR: . . .Everytime you come here we give you the land. . .Now we have a small reservation and we don't want to sell or dispose of it in any form.
> TODD SMITH: Whatever I say here about the proposition is all right and Senator Gamble will know it. Tell him that he wants to buy Todd County but Todd (Smith) won't sell it.
> LEWIS BORDEAUX: . . . .Before when you came for land I was always glad to help you because you are a friend of mine. *We have given you three good counties of land And this last county we have, there is very good little land left in it, but a large lot of sand hills.* Therefore we want to preserve this land for ourselves and we pray you for this. The people are still increasing and we want to save this land for them. *We have given you three counties.*
> CLARENCE WHITE THUNDER: . . .The next time the Great Father sends his message to Congress tell him not to mention Todd County. *We will hold on to Todd County for 50 years.* A.A. III. doc. 37 at 3,5,8,9,11. (emphasis added).

Inspector McLaughlin's response incorporates the essence of the holding of the court below and appellee's position before this court:

> INSPECTOR McLAUGHLIN: . . .I fully appreciate your feelings on this matter, knowing that *your reservation,* which *was a very large one a few years ago, is now reduced to the limits of Todd County,* and I can understand very well how you feel; that you are very desirous and anxious to retain this county intact. A.A.III doc. 37 at 14,15 (emphasis added).

In his report submitted on November 3, 1911 to the Secretary of the Interior, Inspector McLaughlin reiterated that:

> . . .The Indians appealed very feelingly for the retention of the remaining small acreage of their surplus land for allotment to children born to them, and it is believed that all of the agricultural lands of the *diminished* Rosebud reservation would thus be exhausted in the next two years.
> *The diminished reservation of the Rosebud Indians is now embraced in Todd County, South Dakota,* . . .161, 920.10 acres of surplus and unallotted lands within the *diminished* Rosebud reservation, . . .In the past eight years the Rosebud Indians have

consented to *the opening of fully three-fourths of their original reservation*, that is Gregory County in 1904, Tripp County in 1909, and Mellette County, recently appraised and registered for, an open to entry April 1st next. With the *diminished reservationof the Rosebud Indians being now only about one fourth of its area eight years ago*, . . .The Pine Ridge Indians having at present three-fourths of their original reservation intact, while the Rosebud Indians, whose reservation adjoins the Pine Ridge Indian reservation on the east, have had *their reservation diminished in the past eight years to one-fourth of its original area*. . .they having so commendably consented to each of the three cessions of their reservation in the past eight years,. . . A.A. III doc. 38 at 2-3, 4-5 (emphasis added).

He concluded by saying that because of the opposition the opening should be deferred for a year or two but nevertheless noted that "certain erroneous wording in the Senate bill was superfluous" and should be deleted:

. . .Furthermore, the provision in the first Section of said bill, lines 10 to 14, page 2, is superflous, which reads: 'That any Indians to whom allotments have been made on the tract to be ceded may, in case they elect to do so before said lands are offered for sale, relinquish same and select allotments in lieu thereof onthe diminished reservation.'

The said Senate Bill provides for the opening of all the surplus lands of the Rosebud Reservation and should the bill become a law there would be no *diminished Rosebud reservation*. A.A.III, doc. 38 at 5,6 (emphasis as in *original*).

Evidently Senator Gamble had used the old Mellette County bill as a prototype for S. 100 and Inspector McLaughlin noted the error. In his report of April 30, 1910, the Assistant Secretary of the Interior concurred in McLaughlin's analysis, noting that "If the bill becomes a law, it will provide for opening all of thelands now constituting the diminished Rosebud Reservation, and *there will, therefore, remain no further diminished reservation.*" A.A.III, doc. 39 at 4 (emphasis added).

In addition to the other reference in this report to Todd County as the "diminished reservation" (i.e., within the diminished reservation . . .within their diminished reservation. . .lands within the diminished Rosebud reservation. . . within the diminished reservation. . .) there appears another even more persuasive and unequivocal account of the openings:

For the information of your committee, however, it may be pointed out that by successive openings within the past few years *this reservation has been successively reduced to less than one-fourth of its original area*. Gregory County was opened in 1904 under the provisions of the act of April 23, 1904, (33 Stat. L. 254), Tripp County, in 1908, under the act of March 2, 1907, (34 Stat. L. 1230); and Mellette County will be opened during the present year under the act of May 30, 1910 (36 Stat. L. 448), the President's proclamation therefor having been issued on June 29, 1911.

It may be said that upward of 7,000 Indians within this reservation have previously been allotted approximately 1,679,000 acres of land, of which 636,300 acres fall *within Todd County–the diminished reservation*. A.A.III, doc. 39 at 4.

On January 23, 1913, Senator Gamble submitted S. Rep. 1166 containing the following remarks, again indicating that Todd County was *the* Rosebud Reservation.

In the opinion of your committee the surplus and unallotted lands are unnecessary for the use of the Indians and the opening of *the* reservation will result in a large increase in the settlement and development of that part of the State and will, to a very large extent, enhance the value of the holdings of the Indians. Your committee regards it as of the highest importance, not only to the Indians themselves but to the people of the State and to the General Government, that all the surplus and unallotted lands should be open to settlement at the earliest practical date. A.A.III, doc. 39 at 2.

Then on February 27, after the superfluous language had been deleted as Inspector McLaughlin had suggested, the bill passed the Senate. 49 Cong. Rec. 4211 (1913).

Immediately thereafter, President Woodrow Wilson, the Commissioner of Indian Affairs, and the Secretary of the Interior were bombarded with petitions from members of the Rosebud Sioux Tribe requesting them to take action and prevent the legislation from passing the House. The petition of March 26, 1913, from the Rosebud Agency contains the following enlightening remarks:

Hon. Commissioner of Indian Affairs
Washington, D. C.

Dear Sir: –We, the undersigned Indians of Todd County, S. D. respectfully protest against the proposed opening of this County to settlement. We protest against opening of *our last remaining portion of our once large Reservation* for the following reasons:
We have already been deprived of the Counties of Gregory, Tripp and Mellette within the last few years. . .

We think that the great body of Indians interested should be consulted with and their wishes ascertained in regard to *parting with our last remnant of a Reservation.*

Petition to Commissioner of Indian Affairs,
March 26, 1913, (emphasis added).

Another petition to the Commissioner of Indian Affairs on March 24 stated ". . .*We have already, since the treaty of 1889, contributed to the Government, to be opened to settlers, and sold, four tracts of land*. . ."Petition to the Commissioner of Indian Affairs, March 24, 1913 (emphasis added). The petition addressed to the Secretary of the Interior contained similar remarks ". . .The very best farming land that *was* in the Rosebud Reservation we gave up when the Counties of Tripp and Gregory were opened to settlement." Petition to the Sec. of the Interior, April 19, 1913 (emphasis added).

Soon thereafter, the Secretary of the Interior contacted Senator Gamble and stated in view of the

> fact that the Indians are decidedly opposed to *opening the diminished reservation* at this time and that there will be but little desirable land to place on the market, should the bill become a law, I have the honor to recommend that no further action be had on the bill at this session of Congress. Letter from the Secretary of the Interior to Senator Gamble.

In the same letter it was reiterated that:

> . . .by successive openings within the past few years their reservation has been reduced to less than one-fourth of its original area. . .*This leaves within the diminished reservation at this time the lands in Todd County only*. . . Letter, *supra*.

Evidently, someone, somewhere, put an effective halt to the legislation, and no legislation for the sale or cession of the Rosebud Reservation ever again received consideration by Congress.

In any event, appellee would submit that the above materials not only add considerable dimension to what the Congress, members of the Rosebud Sioux Tribe, and Department of the Interior, and the Office of Indian Affairs meant by the term "diminished Rosebud Reservation" in the early 1900's, but they also should serve to illustrate the precise "effect" the three acts presented herein had on the original boundaries of the Rosebud Reservation.

III. THE DOCUMENTS AND STATUTES CONCERNED WITH MELLETTE COUNTY AFTER THE PASSAGE OF THE 1910 ACT CONFIRM THAT THE ROSEBUD RESERVATION HAD IN FACT BEEN DIMINISHED AGAIN

In addition to all of the 1911-1913 materials immediately above, the 1910-1920 era is replete with similar evidence.

1. Report of Commissioner of Indian Affairs, 32 (1910):

> Department of the Interior
> Office of Indian Affairs
> Washington, November 1, 1910
>
> Sir: I have the honor to transmit herewith the Seventy-ninth Annual Report of the Office of Indian Affairs covering the period July 1, 1909, to June 30, 1910. . .
> Rosebud, S. D. . . .*This reservation has been diminished previously by various acts of Congress*, and the act of May 30, 1910 (36 Stat., 448), authorizes the *disposal* of a part of this reservation lying within Mellette and Washabaugh counties. . .

> Respectfully,
>
> Robert G. Valentine
> Commissioner
> (emphasis added).

2. Act of March 3, 1919, 40 Stat. 1320:

> (a) *Be it enacted*, etc., That the Secretary of the Interior is hereby authorized to sell and convey to the White River Cemetery Co., for cemetery purposes, for a price not less than the appraised value thereof, a 10-acre tract within the *former Rosebud Indian Reservation in Mellette County*, S. D. described as the northeast quarter of the southeast quarter of the northwest quarter of section 34, township 42 north, range 29 west, sixth principal meridian, or such part thereof as may be required: *Provided, however*, That the tract conveyed shall be described in terms of the legal survey, the consideration to be paid to the superintendent of the Rosebud Reservation, to be deposited in the Treasury of the United States to the credit of the Rosebud Indians (emphasis added).
>
> (b) S. Rep. No. 745, 65th Cong., 3rd Sess. 1-2 (1919).

H.R. 12082 was introduced for the purpose of selling 10 acres of land belonging to the Rosebud Sioux Tribe in Mellette County, South Dakota, to the White River Cemetery Company. Included in the report on the bill is a letter to Hon. Charles D. Carter, Chairman, Committee on Indian Affairs, House of Representatives, from Alexander T. Vogelsang, Acting Secretary of the Interior, June 7, 1918:

> My Dear Mr. Carter: I am in receipt of your letter of May 14, 1918, inclosing (sic) for report H.R. 12082, a bill authorizing the sale of certain lands in South Dakota for cemetery purposes, and in response thereto I have the honor to submit the following:
> The bill proposes to convey for cemetery purposes a 10 acre tract within the *former Rosebud Indian Reservation in Mellette County*, S. Dak., described as . . .Said land was opened to settlement and entry under the act of May 30, 1910 (36 Stat. 448) which provides that the proceeds of the sale of the lands in said *former Indian reservation* shall be deposited to the credit of the Indians thereof and that the disposal of the land by the United States shall be in trust for their benefit. . .(emphasis added).

Although the counties were not able to locate and compile the same amount of material for the 1910 confirmation section that was presented in the 1904 and 1907 sections, we did find two references of a later date that aptly summarized the total effect of the Rosebud legislation on the size of the Rosebud Reservation.[15] In 1940 Dr. Green described that effect as follows:

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15. Part of the difficulty in locating material for this section was due to the fact that the counties were unable to obtain certain volumes which would have contained additional material on Mellette County. Specifically, the counties have in mind the Rosebud Agency Reports and Public Land Decisions. To a lesser degree, this was also true in the 1904 and 1907 confirmation sections. Also See Note 8, *supra*.

> The breakup of the Rosebud Reservation began in 1904. In that year Gregory County (about 416,000 acres) was ceded. In 1907 Tripp County, with an area about twice that of Gregory County, was transferred to the Government, and opened for settlement the following year. And on May 30, 1910, Congress confirmed an agreement for the cession of all surplus lands in Mellette and Washabaugh counties belonging to the Rosebud Sioux. These three cessions *lopped off approximately three-fourths of the original Rosebud Reservation and leaves, at the present time, only the area within Todd County as a closed reservation. . .*XX STATE DEPT. OF HISTORY, SOUTH DAKOTA HISTORICAL COLLECTIONS 34-35 (1940). The cited source contains the Doctoral dissertation of Charles Lowell Green entitled "The Administration of thePublic Domain in South Dakota" (emphasis added).

On May 28, 1959, the Assistant Secretary of the Interior, Roger Ernst, in a letter to E. Y. Berry, more succinctly stated:

> . . . The *boundaries* of the Rosebud Indian Reservation *were changed* to eliminate Mellette County, and to show the *diminished reservation as lying in Todd County*. This is shown on the map of South Dakota published by this Department in *1918*. There remained, however, within Mellette County Indian allotments which were effective and did not come within the cession and opening under the 1910 act. The ceded lands fall within not only Mellette County, but *the adjoining counties* within the *former* boundary of the original Rosebud Indian Reservation. Letter from Rober Ernst, Asst. Secretary of the Interior to E.Y. Berry, May 28, 1959 (emphasis added).

With respect to a summary statement at this point, there is very little the counties could add to Mr. Ernst's letter. [16]

PART TWO

I. THE SEYMOUR AND MATTZ DECISIONS

> There will still be left a reservation containing about 1,000,000 acres [Todd County], and as the Indians have all been allotted there is no occasion for continuing a reservation larger than it will be when Mellette County is disposed of. H.R. Rep. No. 429, 61st Cong. 2d Sess. 2 (1910).

In 1910 Congress dictated that this was all that would remain of the original Rosebud Reservation, and for over 60 years Todd County has been considered to be *the* Rosebud Reservation. It is the position of appellee that neither *Seymour v. Superintendent*, 368 U.S. 351 (1962), nor the other recent decisions constitute a mandate to this Court that it must disregard the intent of Congress as evidenced by the passage of these three acts. The *Seymour* case did *not* hold

16. The 1918 map referred to in Mr. Ernst's letter, in addition to others, will be presented to the court.

that all acts similar to the one construed therin were not intended by Congress to diminish reservations. On the contrary, Justice Black specifically stated that:

> In *United States v. Celestine*, this Court said that "when Congress has once established a reservation, all tracts included within it remain a part of the reservation until separated therefrom by Congress." We are *unable* to find where *Congress* has taken away from the Colville Indians any part of the land within the boundaries of the area which *has been* recognized as their reservation since 1892. 368 U.S. at 359 (emphasis added).

Implicit in the second sentence, is a situation which certainly does not describe the Rosebud materials, for not only was the Supreme Court in *Seymour* unable to find evidence of congressional intent to take away from the Colville Indians any part of the land within the boundaries of the 1892 Colville Reservation, but what evidence they did find indicated that Congress consistently continued to recognize the reservation boundaries as established by the 1892 act. [17]

This is simply not thecase with the Rosebud materials and even the appellant in *Seymour* recognized the importance of such a distinction when at 11 in its brief he stated "*. . .there is no provision or legislative history relating to the Colville Act* which shows that Congress intended to change the Colville boundaries *as it did the boundaries of the South Dakota reservations.*" B.A. at 11. *Seymour v. Superintendent*, 368 U.S. 351 (1962) (emphasis added).

Nothing in the *Seymour* opinion can be construed in such a manner to indicate that the United States Supreme Court did not or would not continue to recognize this distinction. Indeed, the counties would submit that it was for this very reason that the opinion continually referred to only the situation that the court found to exist in the Colville materials. In addition, there is not so much as even a footnote casting doubt upon what was then the highly regarded line of cases from the Eighth Circuit and the State of South Dakota. As a matter of fact, the only reference to any case concerned with a South Dakota reservation in the entire opinion is in footnote 19, wherein Justice Black cites *with approval* the Eighth Circuit case of *United States v. Frank Black Spotted Horse*, 282 F. 349 (8th Cir. 1922). In *Spotted Horse* the Federal District Court of South Dakota held that Todd County "*in the absence of an act of Congress opening that country to settlement, and disintegrating thereservation, remarking and changing the reservation boundaries, marking the changes, or abolishing it entirely*" (282 F. at 352 [emphasis added]), was still the Rosebud

17. "That this is the proper construction of the 1906 Act finds support in subsequent congressional treatment of the reservation. Time and time again in statutes enacted since 1906, Congress has explicitly recognized the continued existence as a federal Indian reservation of this South Half or diminished Colville Indian Reservation." 368 U.S. at 356.

Reservation and all land within it was subject to the jurisdiction of the United States.

Although Justice Black undoubtedly cited the case only for a specific reason,[18] the tenor of the whole decision was that under the then *established law*,[19] Todd County was *the* Rosebud Indian Reservation. Gregory, Tripp, Lyman and Mellette County are not even mentioned in the *Frank Black Spotted Horse* decision.

It would seem to the counties that *Frank Black Spotted Horse* would be a questionable case at best to cite with approval, if the Supreme Court intended *Seymour* to be construed in such a manner as to virtually destroy the 50 years of South Dakota reservation case law in the Eighth Circuit.

In any event, for the Court to hold in *Seymour* that the Colville Act was not inconsistent with the continued existence of the reservation boundaries is one thing. The statement appearing in appellant's brief below at 18 is quite another:

> The Court's decision, presumably made with the above historical circumstances in mind, was that the Colville Act, in opening the surplus and unallotted land on that reservation to non-Indian settlers, did not *expressly* disestablish or diminish the Colville Reservation, and that, because it had not do[sic] so *expressly*, it had not done so at all. B.P. at 18 (emphasis as in original).

Not even the recent decisions have gone so far as tocite *Seymour* for this proposition, let alone state it as the "decision" of the court. Appellee notes that although the *Seymour* opinion did use the word "expressly" in two instances, the first was not even related to plaintiff's statement:

> This Act did not, however, purport to affect the status of the remaining part of the reservation, since known as the "South Half" or the "diminished Colville Indian Reservation," but instead expressly reaffirmed that this South Half was "still reserved by the Government for their" (the Colville Indians') use and occupancy." 368 U.S. at 354.

In the second, Justice Black was merely noting the difference between the 1906 and 1892 Act when he stated:

> Nowhere in the 1906 Act is there to be found any language similar to that in the 1892 Act expressly vacating the South Half of the reservation and restoring that land to the public domain. 368 U.S. at 355.

Had Justice Black thought it necessary to state the holding in a manner even approaching the force of appellant's statement, he was certainly capable of doing so. In any event, in *Mattz v. Arnett, supra*, the United States Supreme Court disposed of this phase of appellant's argument by succinctly stating that "A congressional determination to terminate must be expressed on the face of the act or be clear from the surrounding circumstances and legislative history" and was as the case in *Seymour*, nothing else in the *Mattz* opinion can be fairly said to constitute a mandate to this Court that it must disregard what is clear from the surrounding circumstances and legislative history of the three Rosebud acts. 412 U.S. at 481 (1973) (emphasis added). In this respect, as in all others, the findings of and the material considered by the court below indicating that the:

> . . .Surrounding legislative history and the circumstances *clearly* indicate a congressional intent to separate each of the counties concerned, to return those counties to the public domain, and to extinguish the reservation or 'Indian land' nature of those counties thereafter.

from the Rosebud Reservation is wholly consistent with the standards set forth in *Mattz*. A.A.1 at 74-75(emphasis as in original).

In addition the whole of the *Mattz* opinion is so intrinsically involved with the peculiar fact situation preceding the 1892 act construed therein that the general statements such as " 'The presence of allotment provisions in the 1892 Act cannot be interpreted to mean that the reservation was terminated' " which appellant has extracted to indicate a consistency between the allotment provisions in the 1892 Act and the Rosebud Act and to discredit the analysis of the court below are of no provative value whatsoever. B.A. at 23. This is especially so in light of the additional fact that appellant's attempt to discredit the analysis of the court below is founded upon a misreading of the fact situation in *Mattz*. Appellant's statement that "Prior to the 1892 Act in *Mattz* there had been no recognized reservation" simply doesn't square with Justice Blackmun's reognition that "Just a few weeks before the bill (H.R. 38, 52d Cong. 1st Sess.), which eventually became the Act, was reported out of committee on February 5, 1892, H.R. Rep. No. 161 52nd Cong., 1st Sess., the President had formerly extended the Hoopa Valley Reservation to include the Klamath River Reservation." B.A. at 24. 412 U.S. 481 (1973).

The appellee finds the *Mattz* opinion very important in one other respect which has not been mentioned to date in the most recent opinions: the two citations, with approval to the 1916 United

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18. The Frank Black Spotted Horse opinion rejected the "checkerboard" concept of criminal jurisdiction within Todd County.

19. *United States v. LaPlant*, 200 F.92 (D.S.D. 1911).

States Supreme Court case of *United States v. Nice*, 241 U.S. 591 (1916). In *Nice*, the Court was presented with another case in which the status of a member of the Rosebud Sioux Tribe was involved—only this time it was an allottee "in Tripp County, South Dakota" (241 U.S. at 591). As was the case in *Frank Black Spotted Horse, supra*, one cannot read the *Nice* decision without concluding that the court was concerned with the status of an allottee *outside* of the boundary of the Rosebud Reservation, who was involved in a sale of an intoxicating beverage.

Early in the opinion the court states that "the sale was made August 9, 1914, *in Tripp County, South Dakota*" and that the allotment to this Indian was made from the tribal lands in the Rosebud Reservation, in South Dakota, under the Act of March 2, 1889. . ." 241 U.S. at 591 (emphasis added). Nowhere in the opinion does it even imply that Tripp County was still in the Rosebud Reservation. To the contrary, the court addresses itself to the question, prefacing its discussion on the merits with:

> The power of Congress to regulate or prohibit traffic in intoxicating liquor with small tribal Indians within a state, *whether upon or off an Indian reservation*, is well settled. It has long been exercised, and has repeatedly been sustained by this court

and cites cases specifically dealing with the status of an allotment and an allottee, who were then outside the boundaries of a reservation. 241 U.S. at 591 (emphasis added). *See, United States v. Pelican*, cited in Footnote 1.

Although Justice Blackmun, as Justice Black did in *Seymour* with *Frank Black Spotted Horse*, undoubtedly cited the case only for a specific reason, one fact remains the same: In 1916 Todd County was the Rosebud Reservation under the then established case law and the United States Supreme Court in *Nice* impliedly recognized it as such.

In addition appellee would merely note that if the United States Supreme Court had intended *Mattz* to effectively decide all cases in which a portion of a reservation was "opened" to homesteading, the court would not have called attention to the fact that an opening of a reservation could terminate or disestablish that reservation ("It is clear from the text, *infra*, that there were efforts in certain quarters of the House *to terminate the reservation and open it for white settlement*") and most certainly would not have set forth the most significant, if not the only general guide-line for construction in the whole decision: "a congressional determination to terminate must be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history." 412 U.S. 481 (1973) (emphasis added). Under this standard, the specific

documents presented herein should be just as persuasive today as they would have been before *Mattz* was decided.

II. THE RECENT DECISIONS

In its brief to the court below appellee stressed the very unique attributes that the Rosebud documents possess for assisting any court in resolving an issue similar to the one presented herein. Primarily, appellee's position was founded upon the belief that:

1. Because the Rosebud Reservation was the first reservation to which Congress applied its new policy in the specific form of the 1904 Act, the legislative and historical materials were more detailed than the materials surrounding the later acts.

2. Because the Rosebud Reservation was the target of three separate acts, and these separate acts were all the subject of one declaratory judgment action, the court would have the unique opportunity of viewing the acts both retrospectively and prospectively.

Basically, appellee's position remains the same before this Court. However, in the court below we also noted that since the other courts recently construing similar acts had not shared this position, too much reliance had been placed upon the *holding* of *Seymour, supra*, and so we proceeded to analyze in detail the arguments presented to and accepted by those courts. Because the *Condon* and *Feather* opinions of this Court do not indicate a further reliance upon the arguments presented below however, this phase of the brief below will not be presented to this Court.

By way of an analysis of the *Condon* and *Erickson* opinions, appellee will stand primarily upon the two unique attributes it believes the Rosebud materials to possess to aid this court in resolving the effect the *Rosebud Acts had upon the Rosebud Reservation*. In *Condon*, this Court noted that it was "admittedly a close question" and that a "resort to the applicable contemporaneous and subsequent legislative history" was "not helpful," and further that "each case, of course must be decided under the applicable statute and upon its own facts." 478 F.2d at 687, 688, 689.

Appellee would submit: that the Rosebud Reservation is a separate case to be decided under the applicable statute and upon its own facts; that resort to the applicable contemporaneous and subsequent legislative history of the Rosebud Reservation is helpful; and that, in fact, a reading of the Acts, their legislative history, and subsequent congressional treatment does require the opposite conclusion in this case. Since the question is not close a holding "favoring Federal jurisdiction is" *not* required. 478 F.2d at 685, 686, 687, 688, 689.

In *Feather, supra*, this Court reiterated: that "nothing that can be gleaned from the legislative history or subsequent legislative enactments can be fairly said to shed any further light upon the intent of Congress regarding the reservation boundaries"; that the "later congressional enactments" were not even "admittedly inconsistent and confusing"; and that it was "noteworthy that the South Dakota Supreme Court, while interpreting an Act similar to the Act in issue here, has recognized the principles established in *Seymour* and *New Town* and denied state jurisdiction in an analogous situation. *State v. Molash*, 199 N.W. 2d 591 (1972)."

The appellee would submit: that the Rosebud Documents are replete with probative evidence that can be gleaned from the legislative history and subsequent legislative enactments; that this material can certainly be fairly said to shed further light upon the intent of Congress regarding the Rosebud Reservation boundaries; and that the body of legislative documents concerning the Rosebud Reservation does, against the glare of *Seymour* and the more recent judicial guidance in *Mattz, Condon* and *New Town*, nevertheless demonstrate something more than mere "congressional inattention to disestablish the" Rosebud Reservation. The South Dakota Supreme Court would not ascribe its "noteworthy" *holding* in *Molash* to the Rosebud Reservation in light of this or similar legislative history. *Cook v. State of South Dakota*, No. 11326-2-FGD (S.D., filed Mar. 13, 1974).

III. THE RECENT DECISIONS AND THE "PREPOSITION" ARGUMENTS [20]

Although arguments of this nature have been relied upon less and less in the more recent opinions, there still continues to be some importance attached to certain prepositions describing the location of certain land as within, in, or on the reservation. For example, while the *Condon* opinion omits all reference to this aspect of the arguments, the preposition argument surfaces again, albeit briefly in the *Feather* opinion:

> "President Harrison in his Proclamation opening the lands 'within the Lake Traverse Reservation' to settlement. (emphasis supplied) 27 Stat. 1017. This reference is by no means conclusive. 489 F.2d 99 (1973).

In the court below, appellant relied extensively on this argument and to fully appreciate the extent of this reliance, one need only refer to those sections of its brief wherein this argument was used not only to support the statement that "the three acts repeatedly refer to the Rosebud

20. The introduction to this argument and its inapplicability to the Gregory County materials is discussed at 5, *supra*. The material therein should be read in conjunction with the material set forth in this section.

Reservation in a manner which makes it clear that theintention of Congress was that the Rosebud Reservation should continue to exist *as such*" but also to support the proposition that "at least two presidents have interpreted the three acts not to have diminished the Rosebud Reservation." B.P. at 24, 44, 45 (emphasis as in original).

In appellant's brief to this Court, most of this argument has been abandoned, although a portion is retained in appellant's attempt to render the very persuasive subsequent congressional enactments and other materials presented in this brief "inconsistent, inconclusive and for that reason not a reliable indicator of congressional intent." B.A. at 59. Although appellee definitely does not think that one citation and appellant's "Indian oriented statute" argument even approaches rendering the Rosebud documents "inconsistent," some comment would nevertheless appear necessary. Appellee will discuss the different phases of this preposition argument under the following subheadings:

A. THE ACTS

This phase of the preposition argument has its genesis in footnote 11 of the *Seymour* opinion wherein four sections of the Colville Act were cited for the proposition that the Colville Act repeatedly referred to the Colville Reservation "in a manner" that indicated that Congress intended that the Colville Reservation continue to exist as such. 368 U.S. at 355. Justice Black did not specifically refer to any phrase within these sections nor did the opinion explain what was meant by "in a manner." Appellant in the court below had presumed that the court was referring to phrases within those sections such as "on said reservation" and therefore extracted similar phrases from each and every section of the three acts. Although your appellee could not determine precisely what Justice Black meant, perhaps he thought the sections in some way referred to the continuing existence of a reservation which the state was maintaining would no longer exist at all.

In any event, appellee failed to see how the references cited by appellant below supported the proposition that "the three acts repeatedly refer to the Rosebud Reservation in a manner which makes it clear that the intention of Congress was that the Rosebud Reservation should continue to exist *as such*." B.P. at 45 (emphasis as in original). For example, it cited "of the said Rosebud Reservation" from Section 2 of the Mellette County Act. B.P. at 44. That section states in part:

> Provided, That prior to said proclamation the allotments within theportion of the said Rosebud Reservation to be disposed of as prescribed herein shall have been completed. . .Act, *supra*, Section 2.

The appellee would submit that this, or any other reference to the continuing existence of the Rosebud Reservation in the three acts, is *not* probative of the issue to be decided in this case for the simple reason that appellee is not, as was the case in *Seymour*, maintaining that the entire reservation would cease to exist.

Not one word of explanation of appellant's rationale below appears in its brief other than: "Therefore, since the United States Supreme Court cites the above language of the Seymour Act in support of the proposition that. . .then the nearly identical language in the three acts *must* support with equal force that . . . ." B.P. at 45 (emphasis added). Why? Unless the mere fact that theColville Act contains the phrase "of the said reservation" and the Mellette County Act also contains the phrase "of the said reservation" is supposed to be probative of *something*, appellee sincerely fails to see how this in any way supports the proposition that the acts "repeatedly refer to the Rosebud Reservation in a manner which makes it clear that the intention of Congress was that the Rosebud Reservation should continue to exist *as such*." B.P. at 45 (emphasis as in original). [21]

Evidently the courts in the recent cases of *New Town*, *Molash*, *Condon*, *Mattz* and *Feather* have not considered similar phrases appearing in those acts probative of the diminution issue either. None of the opinions even mentions them.

B. THE PROCLAMATIONS

Nor could appellee agree that the Presidential Proclamations indicate "at least two Presidents have interpreted the *three* acts not to have diminished the Rosebud Reservation." B.P. at 24 (emphasis added).

1. 1904 Proclamation–Although appellant below actually conceded that from the language therein "one might infer that Roosevelt did contemplate a diminished Rosebud Reservation" (B.P. at 25), its statement remained "two presidents have interpreted the *three* acts not to have diminished the Rosebud Reservation." B.P. at 24 (emphasis added). How appellant eventually arrived back at the *three* act figure was illustrative of the rather tenuous nature of many of appellant's arguments below. In essence it stated: that Roosevelt nearly duplicated the language Congress used inthe 1904 Act; that the 1904 Act is ambiguous and is subject to its "ambiguity" rule; and that therefore President Roosevelt's 1904 Proclamation should be equally subject to this

21. The Gregory County Act prepositions do not even have this dubious distinction for they, as stated at 31, *supra*., are all from Article IV of the 1904 Act, which is *the* Article IV of the original 1901 lump-sum cession agreement.

rule. Hence, from *two* acts back to *three* acts! B.P. at 25. Your appellee would submit that the use of this type of analysis to support a statement that the 1904 Proclamation indicates President Roosevelt interpreted the 1904 Act not to have diminished the Rosebud Reservation is, at best, questionable.

2. 1907 Proclamation–The only support for appellant's statement below in this instance was the "of" in the first paragraph of the 1907 Proclamation:

> Whereas by the Act approved March 2, 1907 (34 Stat., 1230), the Congress directed that all that part *of* the Rosebud Indian Reservation lying south of the Big White river, and east of Range 25 west, of the Sixth Principal Meridian, except all Sections 16 and 36, which were granted to the state of South Dakota, and excepting also such parts thereof as have been or shall hereafter be either allotted to Indians, selected by said state, or reserved for townsite purposes, be disposed of under the general provisions of the homestead laws of the United States, and be opened to settlement, entry and occupation only in such manner as the President might prescribe by proclamation;
>
> Now, therfore, I, Theodore Roosevelt, President of the United States, by virtue of the power and authority vested in me by said Act of Congress, do hereby prescribe, proclaim and make known. . . .Act of August 24, 1908, 35 Stat. 2203 (emphasis added).

In the first place, appellee would submit that a singular unexplained "of" hardly supports an unequivocal statement that the Proclamation indicated that President Roosevelt *interpreted* the 1907 Act not to have diminished the Rosebud Reservation–and this "of" is not even of that status (i.e. unexplained). The source of the "of", as well as most of the entire paragraph, *is exactly where* appellant in the court below surmised President Roosevelt extracted his bad 1904 Proclamation language from: *the act itself*.

> Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior be, and he is hereby authorized and directed, as hereinafter provided, to sell or dispose of all that portion *of the Rosebud Indian Reservation in South Dakota lying south of the Big White River and east of range twenty-five west of the sixth principal meridian, except such portions thereof as have been, or may hereafter be, allotted to Indians*
> Provided, That sections sixteen and thirty-six of the lands in each township shall not be disposed of, but shall be reserved for theuse of the common schools andpaid for by the United States at two dollars and fifty cents per acre, and the same are hereby granted to the State of South Dakota for such purpose.
>
> Sec. 2. That the land shall be disposed of by proclamation, under the general provisions of the homestead and town-site laws of the United States, and shall be opened to settlement and entry by proclamation of the President. . . . Act of March 2, 1907, 34 Stat. 1230 (emphasis added).

Until appellee noticed appellant's explanation of the source of the phraseology in the 1904 Proclamation, they were admittedly somewhat concerned, not so much with the 1907

Proclamation,[22] as with the 1910 Proclamation. The explanation that the acts, referring to land to be disposed of as ""within" or "a part of" the Rosebud Reservation, were the source of the phraseology appearing in the Proclamations, was indeed welcome.

3. 1910 Proclamation—Again, the only support for appellant's statement below was a singular preposition, in this instance "within", appearing in the 1910 Proclamation:

> I, WILLIAM H. TAFT, President of the United States of America, by virtue of the power and authority vested in me by the Acts of Congress approved May 27, 1910 (36 Stat. 440), and May 30, 1910 (36 Stat. 448), do hereby prescribe, proclaim and make known that all the non-mineral, unallotted, unreserved lands *within* the Pine Ridge and Rosebud Reservations in the State of South Dakota, which have been classified under said Acts of Congress into agricultural land of the first class, agricultural land of the second class, and grazing land shall be disposed of under the general provisions of the homestead laws of the United States and of said Acts of Congress, and be opened to settlement and entry, and be settled upon, occupied and entered in the following manner, and not otherwise:. . .Act of June 29, 1911, 37 Stat. 1691. . . (emphasis added).

As in the 1907 Act, appellee would submit that this singular "within" hardly supports an unequivocal statement that the Proclamation indicated President Roosevelt *interpreted* the 1907 Act not to have diminished the Rosebud Reservation. Although the precise source of the "within" cannot be fixed as conclusively as was the "of" in the 1907 Proclamation, perhaps because of the dual nature of this particular proclamation, the 1910 Act does contain a number of "withins".

In any event, this whole process of building upon a singular preposition in a proclamation to support the statement that the proclamation indicated that the President *interpreted* the act not to have diminished the reservation; and from there to the main title that "Those chiefly responsible for the administration of the three acts do not regard the three acts as having diminished the Rosebud Reservation," was illustrative of the quantity and quality of the material upon which appellant relied below.

The only other material appellant could muster below to support this statement was (1) the mere fact that in 1934 the Secretary of the Interior approved the Tribes constitutio.–*"The Secretary of the Interior has interpreted the three acts as not having diminished the Rosebud Reservation"* (B.P. at 24, 25) and (2) that in *1972*, the Field Soliciter of the Bureau of Indian Affairs, Aberdeen, South Dakota, issued a memorandum consonant with appellants views (B.P. at

22. The relation between the "preposition" argument and the "open" terminology is discussed at 72, *infra*.

26, 27). Hence, "Those chiefly responsible for the administration of the three acts do not regard the three acts as having diminished the Rosebud Reservation" (B.P. at 24). In its brief to this Court, appellent has cited the same identical material for the propositions that *"1. The Secretary of the Interior treated the Rosebud reservation as embracing the territory delimited in the 1889 Act."* and "2. *The Secretary of the Interior approved the tribal Constitution defining the reservation as originally established."* B.A. at 54 (emphasis as in original). Appellee would submit that these are not exactly the type of administrative interpretations that are entitled to great weight, in this case where a portion of the reservation did continue to exist, to say the least. The Department of the Interior's position in this respect is made quite clear in the documents written before and immediately after the passage of the three acts.

C. THE LATER MATERIALS

But for the reliance upon this "preposition" argument, appellee would not have indulged in picking these materials apart in an attempt to explain each and every preposition. Indeed, if it had to rely solely on this process and thereby necessarily disregard the tenor of the whole transaction, appellee would eventually come to a situation like that on page 1853 of the Congressional Record where the following title and remarks appear:

> Extension of time to Homestead Settlers *on Rosebud Reservation S. Dak., etc.*
>
> Mr. MARSHALL. Mr. Speaker, I ask unanimous consent for the present consideration of the bill which I send to the desk.
> The SPEAKER. The gentleman asks unanimous consent for the present consideration of the bill the title of which the Clerk will report.
>
> The Clerk read as follows:
>
> A bill (s. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were *heretofore* a part of the Rosebud Indian Reservation with the limits of Gregory County, S. Dak.
> . . .
> Mr. UNDERWOOD. Mr. Speaker, reserving the right to object I would like to ask the gentleman as to whether this bill increases the size of the homestead?
> Mr. MARSHALL. No, sir; it does not. This bill simply gives to the settlers *on* the. . .Rosebud Reservations, which were opened by proclamation last fall, an extension of time of about sixty days, until May 1, to move on their lands and make improvements.
> Mr. UNDERWOOD. It does not increase the size of the homestead?
> Mr. MARSHALL. Not the slightest. . . .39 Cong. Rec. 1853 (1905) (emphasis added).

Your appellee would then be at a loss for an exact explanation as such for Congressman

Marshall's indiscriminate use of the preposition "on" and hence doomed to defeat. However, in light of the plain language of *this* statute, the House Report, the Senate Report, the title and remarks of Senator Gamble in the Congressional Record, and the information in the Interior documents,[23] appellee would *still* submit that, *in its entirety*, the judiciary could not expect a more relevant, consistent, clear, immediate, and unequivocal congressional confirmation that the 1905 "extension" statute and peripheral materials concerned therewith.[24]

The counties would also submit, that to view such prepositions in any other manner, and then either raise them to the status of an ambiguity and resolve the entire issue contrary to appellee's position, *or even worse*, consider such prepositions as evidence of a congressional intent present in 1904 *not* to diminish the reservation, would be to completely nullify that effect which Congress considered an almost obvious corollary of the act itself.

The final aspect of the preposition argument remaining to be discussed is its use in conjunction with "opened" reservation terminology. At 33, *supra*, appellee has already discussed the fallacious nature of the mystical equation of this terminology with the trustee-homestead provision which supposedly "opened"a reservation without diminishing the size or boundary of that reservation. The combination of the two are illustrated in the following hypothetical 1905 statute:

> Chap. 178. An Act for the sale of isolated tracts in the *former* Rosebud Reservation.
>
> Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, that the provisions of Section 1000 of the Revised Statutes of the United States as amended by the Act of May 31, 1904, relating to the sale at public auction of isolated tracts of the public domain, be, and the same are hereby extended and made applicable to lands *within* the portion of the Rosebud Indian Reservation, South Dakota, *opened* under the Act of April 23, 1904. . .(emphasis added).

It is to be noted that the last part of the statute does not say "to lands [now] within the portion of the Rosebud Indian Reservation, South Dakota, *opened* under the Act of April 23, 1904" *nor* does

23. These materials are set forth at 29-31, *supra*.

24. The counties would call to the Court's attention the manner in which the subheadings in the Congressional Record correspond to the remarks of the Senators and Representatives. In this instance, Marshall refers to settlers *on* the Rosebud and the subheading in the Congressional Record refers to settlers *on* the Rosebud. Senator Gamble, however, more explicitly refers to the extension of time which homestead settlers may establish their residence upon certain lands which were heretofore a part of the Rosebud Indian Reservation and the title in the Congressional Record merely states "Extension of time to Homestead Settlers." See 30, *supra*.

it say "to lands [formerly] within the portion of the Rosebud Indian Reservation, South Dakota, *opened* under the Act of April 23, 1904." In fact appellee would submit that the sentence is merely a statement of the issue to be decided, i.e. whether the lands within the portion of the reservation, opened under the Act of April 23, 1904, are now within the reservation. In this context the "within" is meaningless and to equate "opened" with either diminished or non-diminished would be a classical example of begging the question.

The Rosebud hypothetical is included in this brief only to point out how the preposition argument in combination with the "opened" terminology, could lead one to find inconsistencies where none exist and thereby disregard whatever probative value a later statute referring to a "former" reservation might have.

As to the later statutes,which are truly inconsistent within themselves or, for that matter, any later reference where the lands in question are still being referred to as "within" or "on" or "in" the reservation, your appellee would submit that this could be either a *direct result of the titles and sections of theoriginal acts themselves, referring to the lands in this manner* or as was the case in *Mattz*, merely a "natural, convenient, and shorthand way of identifying the land subject" to the act. 412 U.S. 481 (1973). For example, the 1907 Act entitled "Act to open to settlement surplus or unallotted lands *in* the Rosebud Indian Reservation" (emphasis added) or the 1910 Act entitled "Act to authorize the sale and disposition of a portion of the surplus and unallotted lands *in* Mellette and Washabaugh counties *in* the Rosebud Indian Reservation." The other prepositions are scattered at random throughout the entire text of the three acts.

For any person drafting legislation or commenting upon the original act to refer to the phrases appearing in the original act or to use this shorthand term of identification, would certainly seem to be just as plausible as the alternative: that the entire Congress and just about everybody else concerned was so incompetent that they could not refer to a piece of legislation or draft a two-sentence bill concerned therewith without the same being either "internally inconsistent" or inconsistent with other similar legislation or remarks they had made the previous day.

IV. THE STATUS OF THE OPENED ROSEBUD LANDS

There are two related aspects of appellant's position on this issue which merit some extended discussion.

A. INDIAN TITLE

Using the somewhat questionable phrase "Indian title" to describe a beneficial interest which it maintained the Indians retained in the opened lands until they were disposed of, in the court below appellant stated that "Surely the prospect of lingering Indian title is incompatible with the notion of a diminished reservation." B.P. at 40. Along these same lines at 47 it reiterated:

> These surplus lands and unallotted lands in Mellette County did not become part of the public domain because the Rosebud Sioux retained an equitable interest in those lands until and unless the entryman perfected his entry. B.P. at 47.

In this Court appellant has raised similar arguments throughout its entire brief. [25] The case of *Ash Sheep Co. v. United States*, 252 U.S. 159 (1920), and other cited by appellant below and in this Court that "made this distinction clear" (B.P. at 47) were not concerned with the Rosebud Reservation or even the issue with which this Court is presented. The cases have not been cited in or relied upon by either *Seymour* or the recent decisions. Nevertheless, appellant still maintains the Rosebud Sioux retained an equitable interest in these *opened* lands.

It is appellee's position that *Congress* intended the three acts to extinguish all "Indian title" to the extent that the primary interest that remained was the right, as provided in the act, to the proceeds as the lands were disposed of. The 1912 Report of the Commissioner of Indian Affairs not only conclusively supports this position, but also reveals the *source* of some of the confusion in this particular area:

> Under various acts passed by Congress within recent years certain lands ceded by the Indians to the United States are open to settlement and entry, and the Government endeavors to dispose of them at their appraised value for the benefit of the Indians.
>
> Nearly all of such acts contain a clause practically identical with the following:
>
> That nothing in this act shall in any manner bind the United States to purchase any portion of the lands herein described, * * *or to dispose of said land except as provided herein, or to guarantee to find purchasers for said lands or any portion thereof, it being the intention of this act that the United States shall act as trustee for said Indians to dispose of said lands, and to expend and pay over the proceeds received from the sale thereof only as received and as herein provided.
>
> It has been the practice to consider such lands under the jurisdiction and supervision of the General Land Office from the passage of the act, and the *Indians' title thereto extinguished.* On this theory the public at large has come to consider *said lands a part of the public domain*, and the lands have therefore been used indiscriminately by various interests, principally for grazing purposes, without compensation to the Indians.
>
> By departmental decision of November 27, 1911, it was held in effect that the Indians' title to such lands is not extinguished until date of entry, settlement, or sale, and the Indians are entitled to their use, or to any revenue that may be derived from their use by others, pending date of settlement, sale, or entry. Report of the Commissioner of Indian Affairs, 51 (1912).

25. One aspect of this argument was discussed at 13, *supra*.

As the report indicated, until *1912* it had been the practice to consider the Indians' title extinguished from the date the act was passed. In this respect the lands were considered a part of the public domain and therefore under the jurisdiction and supervision of the General Land Office. By departmental decision of November 27, 1911, however, the *department, not* Congress, decided to affect a procedural change in order to compensate the Indians for the use of the lands pending date of settlement, sale or entry.

In the first place, it should be noted that the effect of the three acts on the status of the land (the extinguishment of Indian title) remained unaffected by this departmental policy, as the acts themselves were in essence the final word from *Congress* on this point. Also, an examination of the Rosebud materials presented elsewhere in this brief shows that time and time again, the members of Congress, the Department of the Interior, and the Commissioner of Indian Affairs, all attributed this extinguishing effect to the three Rosebud acts.

Secondly, the prospect of a lingering "Indian title" of the nature referred to in the above report, and which lasted *only* until the lands were disposed of, would *not* necessarily be inconsistent with the notion of diminished reservation.

Similarly, throughout appellant's brief below and in this Court various other indirect and direct references are made to the concept of public domain. These and other similar references could lead one to think that the only manner in which Congress was capable of disestablishing any portion of a reservation was by the process of *technically* restoring the lands therein to the public domain with the specific use of the public domain terminology necessarily appearing on the face of the act as "words of art." Although the Rosebud materials do contain many references to the three acts restoring the open lands to the public domain, appellee does not necessarily agree that this is the *only* manner in which Congress could extinguish or diminish a reservation.

Specifically, your appellee has in mind and deems significant a statement by Judge Blackmun, now Justice Blackmun of the United States Supreme Court, appearing in the opinion of *Beardslee v. United States*, 387 F.2d 280 (C.A.8, 1967), [26] a decision of this Court made *after* the *Seymour*

26. Discussed at 77, *supra*.

decision. Justice Blackmun therein referred to the absence of Federal jurisdiction on non-Indian land "on a disestablished portion of the reservation, *however that disestablishment may have been affected.*" 387 F.2d at 286 (emphasis added).

In other words it is appellee's position that merely because some of the earlier cessions referred to a restoration of lands to the public domain and such cessions have since been held to have extinguished or diminished reservations, it should not be automatically assumed that unless a specific act or the legislative history thereof indicated an intent to technically restore lands to the public domain and these words appeared on the fact of the act, there could be no intent to extinguish or diminish that reservation. In fact, some of the earlier cessions which this Court has indirectly held to have extinguished portions of reservations would not conform to this standard. For example, the 1891 Fort Berthold Act.

V. INDIAN COUNTRY: 18 U.S.C. Section 1151

Many of the older decisions of the Eighth Circuit have been highly regarded in the field of Indian Law. This esteem has not only been recognized by judicial bodies in other states and the United States Supreme Court, but also by Congress. With specific reference to the effect of the homestead acts on the size of reservations in South Dakota, the case of *United States v. LaPlant*, 200 F. 92 (D.S.D. 1911), wherein Judge Willard stated that "No other meaning can be given to the words italicized ["thus diminished"] than that the reservations were diminished, and they were diminished by the act itself" (200 F. at 94), has been the cornerstone of this area of the law in this state for many years. Although the *LaPlant* case itself never achieved national prominence, it was cited with approval in other cases that definately did. One such example was when the Eighth Circuit Court of Appeals decided *Kills Plenty v. United States*, 133 F.2d 292 (C.A.8 1943):

> In 1911, it was ruled in the case of *United States v. LaPlant*, D.C.S.D., 200 F. 92, that the federal court was without jurisdiction of the crime of murder committed on lands which were originally within the boundaries of the Cheyenne River Indian reservation but were excluded from the reservation by the Act of May 29, 1908, Chap. 218, 35 Stat. 460, diminishing the reservation. 133 F.2d at 294.

The question in *Kills Plenty* was essentially the same question presented in *Frank Black Spotted Horse, supra*, and it was resolved in the same manner. Although both cases were concerned only with checkerboard jurisdiction in Todd County, neither case even mentioned Gregory, Tripp, Lyman or Mellette County. Indeed, no one could have read *Kills Plenty* without concluding that Todd County was the only county considered to be within the boundaries of the Rosebud Indian

Reservation at that time. Certiorari was later denied and when 18 U.S.C. 1151 was revised in 1948, *Kills Plenty* was cited therein as one of *the* cases on which the 1151(a) definition of Indian Country was based. Revisor's note preceding 18 U.S.C. Section 1151(1949). See also H.R. Rep. No. 304, 80th Cong. 1st Sess. A. 92 (1947). Therefore, at the time Congress defined Indian Country as "all land within the limits of any Indian reservation" (1151[a]) and based that definition in part on the *Kills Plenty* case, at least the revisors realized that Todd County was the only county considered to be within the Rosebud Indian Reservation. By enacting 1151(a) and to this extent, Congress *had* eliminated the impractical pattern of checkerboard jurisdiction in the only area of the Rosebud Indian Reservation they thought existed! [27]

But even in 1948, Congress realized that 1151(a) would not encompass all Indian allotments and so 1151(c) was set forth as an addition to the definition of Indian Country:

> All Indian allotments, the Indian titles to which have not been extinguished including rights of way running through the same. 18 U.S.C. Section 1151(c) (1949).

Appellee would submit, and as recently as 1967 this Court has so indicated, that *this is the only section of 18 U.S.C. 1151 that has been or was intended to apply to Gregory, Tripp, Lyman and Mellette counties. Beardslee v. United States*, 387 F.2d 280(C.A.8 1967).

Beardslee involved essentially the same issue that had been presented in *Kills Plenty* and *Frank Black Spotted Horse* and the same result followed. In two other respects, however, the case is very interesting. In the first place, it was decided *after* the *Seymour* decision and specifically mentioned Gregory, Tripp, Lyman and Mellette counties in a manner inconsistent with plaintiff's position:

> 1. The Rosebud Rservation was established by, and is described in, Section 2 of the Act of March 2, 1889, 25 Stat. 888. The boundaries of Todd County, in which the town of Mission is located, are laid down in S.D. Code, Section 12.0162 (1939). All of Todd County is obviously within the original boundaries of the Rosebud Reservation. Only three Acts of Congress have affected the *territory* of the reservation since its establishment in 1889 and none of these concern Todd County. Act of April 23, 1904, 33 Stat. 254; Act of March 2, 1907, 34 Stat. 1230; Act of May 30, 1910, 36 Stat. 448. No part of the Todd County portion has remained closed since 1889. *The general geographical situation is thus clear.* 387 F.2d at 285 (emphasis added).

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27. Other sections of the Revisor's note and H.R. Rep. No. 304, *supra*, also indicate that the men responsible for drafting Section 1151-1154 were very much aware of that were then *the* reservations in South Dakota. One can only imagine how these men, after reading *Kills Plenty*, would have enacted had some Court in 1950, held that Gregory, Tripp, Lyman and Mellette counties were suddenly within the limits of the Rosebud Indian Reservation.

More importantly, the opinion referred to "a disestablished portion of the reservation, however that disestablishment may have been effected" (387 F.2d at 286), and specifically stated that:

> We regard clause (c) as applying to allotted Indian lands in territory *now open* and not as something which restricts the plain meaning of clause (a)'s phrase "notwithstanding the issuance of any patent." Although this result tends to produce *some checkerboarding in non-reservation land*, it is temporary and lasts only until the Indian title is extinguished. 387 F.2d at 287 (emphasis added) [28]

As far as the counties have been able to determine, *Nice*, *Frank Black Spotted Horse*, *Kills Plenty*, and *Beardslee*, are the only cases wherein the Eighth Circuit has been presented with a question involving Indian jurisdiction on the Rosebud Reservation. In all four, one cannot read the Court's opinion without concluding that Gregory, Tripp, Lyman and Mellette counties were simply not considered to be within the limits of the Rosebud Indian Reservation.

Secondly, irrespective of how the general issue before this Court is ultimately resolved, there is no question that the court in *Beardslee* correctly interpreted 1151(c) as applying only to non-reservation situations. To this extent, 1151(c) specifically approved checkerboard jurisdiction. The Revisor's note and the House Report stated that "Indian allotments were included in the definition on authority of the case of *United States v. Pelican*". The *Pelican* case specifically held that after a reservation had in fact been diminished, the allotments outside the boundaries of that reservation were still Indian country and would remain Indian Country until Indian title had been extinguished. [29] Yet, in the *Seymour* opinion the following statement appears:

> For that argument rests upon the fact that where the existence or nonexistence of an Indian reservation, and therefore the existence or nonexistence of federal jurisdiction, depends upon the ownership of particular parcels of land, law enforcement officers operating in the area will find it necessary to search tract books in order to determine whether criminal jurisdiction over each particular offense, even though committed *within* the reservation, is in the State or Federal Government. Such an impractical pattern of checkerboard jurisdiction was avoided by the plain language of Section 1151 and we see no justification for adopting an unwarranted construction of that language where the result would be merely to recreate confusion Congress specifically sought to avoid. 368 U.S. at 358 (emphasis added).

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28. Most of the cases cited by appellant below in its brief at 22, 23, were specifically cited *with approval* in the *Beardslee* opinion. Indeed, Judge Blackmun, now Justice Blackmun of the United States Supreme Court, who authored the *Beardslee* opinion, even cited *LaPlant* approvingly. 387 F.2d at 286.

29. 232 U.S. 442 (1913). Revisor's note preceding 18 U.S.C. Section 1151 (1949). *See also*, H.R. Rep. No. 304, 80th Cong., 1st Sess. A 92-94. (1947).

Although Justice Black was concerned only with the rejection of checkerboard jurisdiction *within* the boundaries of a reservation, as the italicized portion of his statement indicates, the paragraph is still confusing in this respect: Federal jurisdiction does *not* depend solely upon the existence or nonexistence of a reservation. In the situation described in 1151(c), law enforcement officers will *still* have to "search tract books" and to this extent the "impractical pattern of checkerboard jurisdiction" has *not* been "avoided by the plain language of Section 1151."

In Gregory, Tripp, Lyman and Mellette counties, the law enforcement officers have searched the tract books for years. Until Congress decides otherwise, the counties would prefer to remain "non-reservation lands" irrespective of the temporary inconvenience of the impractical pattern of checkerboard jurisdiction as set forth in 1151(c). This is especially so in light of the alternative: that of being thrust within the boundaries of a reservation which the counties have not been within for over 60 years.

VI. PRIMARY SOURCES

On page 10 of its brief to this Court appellant has stated that the trial court brief of the defendant four counties was "heavily interlarded with *selected* excerpts from documentary material in support of their argument that Congress intended to disestablish the portions of the reservation affected by each of the three surplus land statutes of 1904, 1907 and 1910." B.A. at 10. Appellee would point out that although the excerpts were "selected" and were "in support" of its argument, they were definitely not *selected in support* of the argument as appellant would by innuendo, have this Court believe. Indeed, the very fact that approximately 20 pages of quoted material could be "in support" of our position, as appellant apparently concedes, would seem to shed some light on the plausibility of appellant's position even if it was founded upon the legislative history and surrounding circumstances of the period – which it wasn't below and isn't here.

In the court below, appellee did express the view that the arguments in the briefs to the courts in the *New Town*, *Molash*, and *the Federal District Court* in *Condon*, were not founded upon the legislative history and surrounding circumstances and that appellant's brief below contained only similar arguments and was almost similarly silent with respect to *quotations or citations* to legislative history or to any of the surrounding circumstances. Of course appellant in its brief to this Court does cite to its admittedly excellent appendix, but the text of the brief itself discusses the material contained therein *only* in as far as absolutely necessary or where appellant erroneously

assumed it could quote something to its advantage and even these situations were few and far between. Finally, we agree with the appellant that "the search should not be for the remote, or the stretch for the obtuse." B.A. at 13. Certainly the debates in the Congressional Record and the House and Senate Reports on the very acts under construction, do not represent such a quest. As for the other materials, the United States Supreme Court in the *Mattz* opinion cited nearly everything in the briefs in addition to explicitly stating that the "meaning and effect" of acts such as the ones under construction herein "cannot be determined without some reference to the particular "Tribe" and "history of the reservation" prior to the passage of the act. *Mattz, supra.* What other means are available to determine whether or not " a congressional determination to terminate" is clear from the "surrounding circumstances and legislative history" *(Mattz, supra)* or that Congress by "clear implication" has "diminished the boundaries of the reservation." *Condon, supra.*

In this respect your appellee would submit that the mass of miscellaneous correspondence of the Department of the Interior is an excellent source from which to ascertain the "surrounding circumstances" of the three Rosebud Acts. Similarly, what better source from which to ascertain precisely what effect the members of the Rosebud Sioux Tribe attributed to the three Rosebud Acts at the time than Inspector McLaughlin's reports, transcripts, and their own correspondence. As Felix Cohen has stated:

> A somewhat different, although related, rule of treaty interpretation is to the effect that, since the wording in treaties was designed to be understood by the Indians, who often could not read and were not learned in the technical language, doubtful clauses are resolved in a non-technical way as the Indians would have understood the language. . . .Although an interpretation of a treaty should be made in the light of conditions existing when the treaty was executed, as often indicated by its history before and after its making, the exact situation which caused the inclusion of a provision is often difficult to ascertain. New conditions may arise which could not be anticipated by the signatories to a treaty. A practical administrative construction of a treaty which has long been acquiesced in by Congressional inaction is usually followed by the courts. Cohen, HANDBOOK ON FEDERAL INDIAN LAW, ch. 3, Section 2 at 37, 38 (1942).

The "practical administrative construction" to which Mr. Cohen refers can also be determined, unequivocally and precisely by utilizing these same materials. Why must any court rely upon the mere fact that the agency continued to provide some services to those allotted in the opened areas which, by itself, is probative of nothing, as is the unfounded generalization that "certainly, contemporaneous with the statutes and thereafter, the United States did not regard any part of the Rosebud Reservation as disestablished." B.A. at 55, 56, 57. And how can one ascertain the "flavor of the archives material" (B.A. at 59) from this singular annual report of the Rosebud–

especially in light of the earlier reports such as the one of 1909 that were specifically addressed to the issue presented herein:

> The Rosebud agency is located on the southern boundary of South Dakota. *Originally* the reservation extended to the Missouri river on the east, a distance of 150 miles east and west, and 50 miles north and south, and contained about three and one-quarter million acres of land. By the act of April 23, 1904, that part now known as Gregory County, on the eastern end of the reservation, was ceded and the surplus or unallotted lands made available for homesteads. Under the act of March 2, 1907 (Public No. 195), a tract about 33 miles east and west and 50 miles north and south, known as Tripp County, and *east of the present diminished* reservation was opened to settlement. . . .
>
> What is now known as the *diminished* reservation is a tract about 50 miles square embracing the western part of the original reservation. . . .
>
> If the whole of the *diminished* reservation was attached to Tripp County for judicial purposes it would be much more convenient and expeditious. . . .
>
> The *diminished* reservation, containing about 2500 square miles, is wholly a cattle range – at present. . . .
>
> The burning of the grass on a great part of Tripp County early last winter found many of the cattlemen's stock to seek grass on the *diminished* reserve. . . .
>
> In order to keep the cattle of the *diminished* reservation from becoming reinfected by mingling with outside stock I have asked authority for material and labor to complete the south fence line, and to *construct* a fence along the Tripp County line to the 10th Parallel. Many thousands of posts and much labor have been expended in repairing the fences on the other *three* sides of the reservation this season and they are now in good condition.
>
> All theother day schools are located in the diminished reservation. . . .
>
> Many new towns have sprung up near the reservation boarders and in Tripp County. . . .
>
> C.L. Ellis
> Special Indian Agent
> in charge
>
> Report to the Commissioner of Indian Affairs, Annual Report of the Rosebud Agency, C.L. Ellis, Agent, 21-27 (1909) (emphasis added). . .

Or similar references or quotations. . .ad infinitum.

CONCLUSION

In appellee's words:

> This action seeks declaratory judgement as to the effect of these acts, 1904, 1907, 1910, on the size of the reservation. In truth, the action asks the Court to define for the parties the present boundaries of the Rosebud Indian Reservation. A.P. at 2.

The first part of this brief contains unequivocal probative evidence of the precise effect Congress intended these acts to have on the Rosebud Reservation; the second part contains an evaluation of the applicable case law and appellant's arguments.

The appellee has submitted that the applicable case law should not be construed as a mandate for this Court to disregard the effect, as evidenced by the materials in part one, that Congress intended the three acts to have on the Rosebud Reservation. Similarly, the material in part one was also relied upon to dispose of appellant's argument, a most sophisticated argument to be sure, but not to the degree that it could weather a full exposure to the Rosebud documents.

Admittedly, the method used by Congress to open the Rosebud Reservation was different from the method used by Congress in the 1800's. Nevertheless, with respect to the Rosebud Reservation, the concept of a reservation diminished remained the same and this concept permeates the Rosebud documents of the period. Appellant has not nor cannot produce sufficient material from a Rosebud source prior to 1911 to clearly support its position that Congress did not intend to diminish the Rosebud Reservation by the passage of the three acts. In the absence of such support to counter the intent expressed in the documents presented herein, appellee would submit that just as there was no occasion to continue a reservation larger than Todd County in 1910, there is no occasion to enlarge that reservation today.

The judgment below should be affirmed.

APPENDIX

5. Act of Aug. 17, 1911, ch. 22, 87 Stat. 21 (S.3152):

Be it enacted. . . That any person who has heretofore made a homestead entry for land *in what was formerly a part of the Rosebud Indian Reservation in the State of South Dakota*, authorized by the Act approved March second, nineteen hundred and seven. . .(emphasis added).

6. S. Rep. No. 115, 62nd Cong., 1st Sess., (1911), containing a letter dated August 2, 1911, from Samuel Adams, acting secretary of the Interior to Hon. Charles H. Burke, House of Representatives. Mr. Adams proposed a version of a bill to extend relief to settlers who had entered lands in Tripp County, South Dakota. The proposed bill read in part:

> That any person who has heretofore made a homestead entry in what was *formerly* a part of the Rosebud Indian Reservation in South Dakota, authorized by act approved, March second, nineteen hundred and seven, may apply to the register and receiver of the land office in the district in which the land is located, for an extension of time in which to make payment (emphasis added).

7. 47 Cong. Rec. 3841 (1911):

Mr. Burke of South Dakota. . .Mr. Speaker, the bill H.R. 13044, which is the bill now under consideration, you will notice, proposes to affect lands in what was *formerly* the Rosebud Reservation and the Cheyenne and Standing Rock Reservations in North and South Dakota. The bill as amended in committee eliminates the Cheyenne and Standing Rock Reservations in North and South Dakota, because of no emergency existing as to those reservations at the present time (emphasis added).

8. 40 L.D. 54 (1911):

NEWTON DEXTER BURCH.
Decided April 26, 1911.

ROSEBUD INDIAN LANDS–SOLDIERS' ADDITIONAL RIGHT.

Lands in the *former* Rosebud Indian Reservation opened by proclamation of August 24, 1908, under the act of March 2, 1907, to disposal under the general provisions of the homestead and townsite laws, are not subject to appropriation by location of soldiers' additional right.

PIERCE, First Assistant Secretary:

Newton Dexter Burch has filed appeal from decisions of January 18, 1911, by the Commissioner of the General Land Office, holding for cancellation the final certificate and rejecting his several applications filed on or about October 8, 1909, under sections 2306 and 2307, R.S., for the different subdivisions of the SW ¼ of Sec. 27, T. 101 N., R. 76W., 5th P.M., containing 160 acres, Gregory, South Dakota, land district. The said tracts are a part of the *former* Rosebud Indian Reservation, opened by proclamation of the President, dated August 24, 1908 (37 L.D., 122), under the act of March 2, 1907 (34 Stat., 1230). . .(emphasis added).

9. 40 L.D. 267 (1911):

INSTRUCTIONS.
DEPARTMENT OF THE INTERIOR,

GENERAL LAND OFFICE
Washington, D.C. September 8, 1911.

Register and *RECEIVER*.
Gregory, South DAkota

GENTLEMEN: Your attention is directed to the provision of the act of Congress, approved August 17, 1911, (Public–No. 22), entitled "An act extending the time of payment to certain homesteaders *in* the Rosebud Indian Reservation, in the State of South Dakota," which reads as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That any person who has heretofore made a homestead entry for land in what was *formerly* a part of the Rosebud Indian Reservation, in the State of South Dakota. . . . .

Very Respectfully,

John McPaul

Approved Samuel Adams
Acting Secretary
(emphasis added).

10. Act of Jan. 11, 1915, 33 Stat. 792:

AN ACT Providing for the purchase and disposal of certain lands containing the minerals kaolin, kaolinite, fuller's earth, china clay, and ball clay, *in Tripp County, formerly a part of the Rosebud Indian Reservation in South Dakota.*

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, That all lands containing the minerals kaolin, kaolinite, fuller's earth, china clay, and ball clay, in Tripp County in what was *formerly within the Rosebud Indian Reservation* in South Dakota, as have heretofore been opened to settlement and entry under acts of Congress which did not authorize the disposal of such mineral lands (emphasis added).

11. 52 Cong. Rec. 453 (1914):

Mr. Burke of South Dakota. I will state that this bill originally as introduced, or a similar bill, was limited to *Tripp County, what was formerly part of the Rosebud Reservation* ,. . .

. . .so that it will be limited to lands in Tripp County, in what *was formerly within* the Rosebud Indian Reservation. . . .

. . .so that the bill will be limited to lands in Tripp County *formerly within* the Rosebud Indian Reservation (emphasis added).

12. 44 L.D. 195 (1915):

TRIPP COUNTY MINERAL LANDS–ACT JANUARY 11, 1915.

INSTRUCTIONS
(No. 425.)
DEPARTMENT OF THE INTERIOR

GENERAL LAND OFFICE,
Washington, July 15, 1915.

REGISTER AND RECEIVER
United States Land Office
Gregory, South Dakota.

SIRS: 1. The act approved January 11, 1915 (38 Stat., 792), provides that all lands containing the minerals kaolin, kaolinite, fuller's earth, china clay, and ball clay, in Tripp County, in *what was formerly within the Rosebud Indian Reservation in South Dakota*, as have heretofore been opened to settlement and entry under acts of Congress which did not authorize the disposal of such mineral lands, ...

Very respectfully,

Clay Tallman,
Commissioner.

Approved, July 15, 1915:
A.A. Jones
First Assistant Secretary
(emphasis added).

13. 44 L.D. 325 (1915):

EDITORIAL NOTE

In connection with the foregoing regulations as printed in pamplet form there were added, as an appendix, for information and convenient reference, reprints of the instructions of . . .44 L.D., 195, under the act of January 11, 1915, providing for the purchase and disposal of certain lands containing kaolin, kaloinite, fuller's earth, China clay, and ball clay, in Tripp County, *formerly* a part of the Rosebud Indian reservation, South Dakota (emphasis added).

14. Department of the Interior, Ann. Rep. of the Comm. of the General Land Office, 165 (1916):

Rosebud Indian Lands

Unentered land *within the former Rosebud Indian Reservation in Lyman and Tripp Counties*, South Dakota, were offered for sale to the highest bidders for cash at Gregory, South Dakota, on September 23, 1915. The prices received ranged from $2.50 to $7 per acre. In all 5,763.71 acres were sold for $17,866.07. *All* tracts were sold. The sale was made under authority of the act of March 2, 1907 (34 Stat. 1230), and departmental regulations approved July 28, 1915. . . .

Very respectfully,

Clay Laceman, Commissioner
(emphasis added).

15. 47 L.D. 177 (1919):

REGULATIONS FOR THE SALE OF CERTAIN LOTS IN MINNEOTA TOWNSITE IN THE *FORMER* ROSEBUD INDIAN RESERVATION, TRIPP COUNTY, SOUTH DAKOTA

INSTRUCTIONS
DEPARTMENT OF THE INTERIOR
Washington, D.C., May 24, 1919.

THE COMMISSIONER OF THE GENERAL LAND OFFICE:

Under the provisions of the act of March 2, 1907 (34 Stat., 1230), you are directed to cause the lots designated from "A" to "S" inclusive in the townsite of Minneota within the *former* Rosebud Indian Reservation, Tripp County, South Dakota, to be offered for sale at public outcry under the supervision of the Superintendent of Opening and Sale of Indian Lands at not less than their appraised value on June 14, 1919. . . .

Alexander T. Vogelsang
First Assistant Secretary
(emphasis added).

16. Annual Rep. of the Board of Indian Commissioners to the Secretary of the Interior, Report on the Rosebud Indian Agency, South Dakota, Hugh L. Scott, 28 (1912):

. . .*there are several large towns on what used to be* the old reservation. The largest is Winner, [Tripp County] . . .(emphasis added).

2. 33 L.D. 124 (1904):

Instructions. Department of the Interior,
General Land Office, Washington, D.C.,
July 19, 1904.

Register and Receiver,

Chamberlain, South Dakota.

Sirs: All persons who apply to enter lands within the *former* Rosebud reservation,. . . .

W.A. Richard, Commissioner.

Approved: Thom. Ryan
Acting Secretary
(emphasis added).

3. Department of the Interior, Indian Affairs Ann. Rep., Report of the Agent for Rosebud Agency, Chas. E. McChesney, Agent, 334 (1904):

Sir: I have the honor to submit the annual report of this agency for the year ending June 30, 1904):

The Rosebud Reserve embraces about 2,700,000 acres of land, situated entirely within the State of South Dakota, and *extends* from the Nebraska State line on the south to the White River on thenorth and from the Pine Ridge Reserve lines on the*west* to the range line between ranges *73* and *74* west, fifth principal meridian, on the east. All the land *formerly belonging to this reserve east* of the above range line is now open to settlement under an act of Congress passed at the last session thereof. The opened portion includes about 416,000 acres (not counting the Indian allotments) and is the major part of Gregory County, S. Dak. . .(emphasis added).

4. FOURTH ANNUAL REVIEW OF THE PROGRESS OF SOUTH DAKOTA FOR 1904. III STATE DEPT. OF HISTORY, SOUTH DAKOTA HISTORICAL COLLECTIONS 21 (1906):

The State Historical Society takes pride in presenting herewith its Fourth Annual Review of the *Progress* of the State, and congratulates South Dakota upon continued excellent conditions and another year of prosperity and happiness.

Two circumstances, each unique in itself, have made the year notable in this state. The first of these was the opening of a portion of the Rosebud Indian Reservation to settlement, and the remarkable rush of homeseekers who desired to secure locations upon these fertile lands. The section opened by act of congress comprised about 416,000 acres of Gregory County, *off of the east end of the reservation*. . .(emphasis added).

5. C.T. at 4-5 (Dec. 1906):

Inspector McLaughlin: . . .There is no railroad running over any portion of the Rosebud Reservation, none within the boundaries of your reservation. That railroad in Gregory County has not yet come across your reservation boundary, but should it come into your reservation, you would receive pay for its right of way. Any of the Indians who may live in Gregory whose allotments have been crossed by that railroad, have, or will receive pay for the privilege of crossing their allotments, so you need not worry about that, my friends.

6. YESTERDAY AND TODAY: A HISTORY OF THE CHICAGO AND NORTHWESTERN RAILWAY SYSTEM, at 133 (1910). The following quotation from the annual report for fiscal year *1906* appears therein:

The company had also undertaken the construction of an extension from Bonesteel, South Dakota to Gregory South Dakota, a distance of 25.93 miles, and would be complete during the ensuing fiscal year. This extension will *pass through Gregory County*, which embraces that portion of the Rosebud Indian Reservation opened to settlement in 1904, and will terminate near the *present* eastern boundary of that reservation (emphasis added).

7. 38 L.D. 314 (1909):

First Assistant Secretary Pierce to the Commissioner of the General Land Office, September 20, 1909. . . .

. . . The land embraced in said entry is a part of the *former* Rosebud Indian Reservation opened to entry and settlement August 8, 1904, by proclamation of May 13,1904 . . .(emphasis added).

8. Department of the Interior, Secretary of the Interior, Ann. Rep. 34 (1917):

Public Sales have been announced to take place during the coming season. . .of unsold lands in the *former* Rosebud Reservation in Gregory County, South Dakota (emphasis added).

Supreme Court, U. S.
FILED

IN THE

Supreme Court of the United States

October Term, 1973

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT OF HABEAS CORPUS, Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT, Respondent

MEMORANDUM FOR RESPONDENT'S CONCURRENCE THAT CERTIORARI BE GRANTED

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IN THE

Supreme Court of the United States

OCTOBER TERM, 1973

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT OF HABEAS CORPUS, Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT, Respondent

MEMORANDUM FOR RESPONDENT'S CONCURRENCE THAT CERTIORARI BE GRANTED

Respondent adopts, for the purposes of this memorandum, the material in the Petition under the headings "Opinions Below," "Jurisdiction" and "Statutes Involved."

QUESTION PRESENTED

WHETHER OR NOT THE ACT OF MARCH 3, 1891, AMENDING AND RATIFYING AN 1889 AGREEMENT FOR THE OUTRIGHT CESSION AND SALE OF ALL THE UNALLOTTED LANDS OF THE LAKE TRAVERSIE RESERVATION TO THE UNITED STATES GOVERNMENT FOR A SUM CERTAIN, DISESTABLISHED SAID RESERVATION AND RESTORED SAID LANDS TO THE PUBLIC DOMAIN.

STATEMENT OF THE CASE

The facts of the case are stated fully in the decisions of the Circuit Court for the Fifth Judicial Circuit of South Dakota (Petitioner's Appendix in B, at 7a-11a) and the Supreme Court of South Dakota (Petitioner's Appendix A, at 1a-7a).

ARGUMENT

I. THE DECISIOINS BELOW ARE PLAINLY CORRECT.

The Supreme Court of the State of South Dakota is completely aware of the decisions of the Eighth Circuit Court of Appeals and this Court construing acts similar to the Act of March 3, 1891. In numerous instances it has cited and analyzed each and every decision cited by Petitioner, including **Mattz** v. **Arnett** 93 S.Ct. 2245 (1973). For example, as recently as 1972, the court felt compelled to hold that boundaries of the Standing Rock Reservation were unaffected by the passage of legislation similar to the legislation construed in **Seymour** v. **Superintendent,** 368 U.S. 351, because of the broad application recently given **Seymour** by the Eighth Circuit Court of Appeals. **State of South Dakota** v. **Molash,** 199 N.W.2d 591 (S.D. 1927)

However, in the instant case the court could not agree with the rationale of either the recent Eighth Circuit decisions or the two leading decisions from this Court. Therefore, it found that the lands affected by the 1891 Act were restored to the public domain and that the Lake Traverse Reservation had been effectively disestablished. This finding is wholly consistent with the legislative history and peripheral materials available concerning the effect Congress intended the 1891 Act to have on the Lake Traverse Reservation.

Secondly, having found the Lake Traverse Reservation to have been disestablished by the 1891 Act, the decision of the Supreme Court of South Dakota is not, as petitioner states,

"irreconcilable with, and a misconstruction of 18 U.S.C. 1151 which defines Indian Country as including 'all lands within the limits of any Indian reservation . . . . notwithstanding the issuance of any patent.' " Petition at 7. The court found the reservation was disestablished by the 1891 Act and therefore that portion of 18 U.S.C. 1151 cited by Petitioner would not be applicable as none of the land in question would be "within" the limits of any reservation.[1]

As recently as 1963, the Eighth Circuit Court of Appeals agreed with this analysis. **DeMarrias v. State of South Dakota,** 319 F 2d 845 (1963).[2] However, in December of 1973, the Eighth Circuit Court of Appeals expressly overruled the **DeMarrias** decision and held that the Lake Traverse Reservation had not been disestablished by the 1891 Act and for all practical purposes thereby overruled the State Supreme Court in the instant case. **United States ex rel. Feather v. Erickson,** —F.2d—(CA 8 December 7, 1973). In the **Feather** decision the court relied heavily on the rationale of the **Seymour** and **Mattz** decisions and its other recent decisions, a point which will be discussed at II, infra.

Since the **Feather** decision, the state has devoted considerably more time and effort to researching the question presented. This research, most of which unfortunately was not presented to either the Eighth Circuit Court of Appeals or the South Dakota Supreme Court, convinces your

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1. If the reservation was in fact disestablished, the remaining **trust** land would, of course, fall within the definition of Indian Country set forth at 18 U.S.C. 1151(c). Even so, Respondent is not fully cognizant of to what extent, if any, a **criminal** statutory definition of Indian Country would then be applicable in determining the **civil** jurisdiction of the state.

2. The Act of March 3, 1891, has had a long prior history of judicial interpretation, none of which is consistent with the conclusion reached by the Court of Appeals in **Feather. Application of DeMarrias,** 107 N.W.2d 480 (S.D. 1958). **State v. DeMarrias,** 107 N.W. 2d 255 (S.D. 1961), cert. denied, 368 U.S. 844 (1961). DeMarrias v. State of South Dakota, 206 F.Supp. 549 (D.S.D. 1962), and the 1963 **DeMarrias** decision cited above in the text of the memorandum.

Respondent that the decision of the latter court was correct in holding that Congress intended the 1891 Act to restore all the unallotted land to the public domain and thereby disestablish the Lake Traverse Reservation—and Congress, in **this** case, was acting in accordance with the wishes of the Indians.

The Indians wanted to sell their reservation[3] and the Department of the Interior instructed the office of Indian Affairs to negotiate "for the relinquishment of such portions of the Lake Traverse Reservation" as the Indians wanted "to release." Letter from T. J. Morgan, Commissioner of Indian Affairs to the Negotiation Commission, August 13, 1889.

In **this** case, it was to be an agreement for "the cession or relinquishment of the reservation,". Letter, supra at 2, —an agreement for the outright cession and sale of the reservation by the Indians to the Government restoring the land to the public domain, notwithstanding the statement in **Feather,** that "the reservation here was not sold to the government outright but merely opened for settlement under the homestead laws . . . . **Feather, supra** at 4.

Furthermore, immedately after the passage of the act, the Lake Traverse Reservation was removed, completely and unequivocally, from the official government maps and tables recording the then existing Indian Land areas and reservations in the United States. Consistent therewith, the unambiguous phrase "former Lake Traverse Reservation" begins to appear in the official communications of the Department of

3. Gabriel Renville, who was the chosen leader on the Lake Traverse Reservation at the time, expressed the view that ". . . We never thought to keep this reservation for our lifetime . . . ." Other similar remarks were expressed in terms of the benefits of the sale, ". . . . We don't expect to keep reservation. We want to get the benefit of the sale . . ." National Archives File #26-63-1889, SC 147 Sisseton.

the Interior and Office of Indian Affairs, in addition to other miscellaneous congressional correspondence.

In this light, the fact that there was not any discussion of reservation boundaries in the documents examined by the Court of Appeals and therefore stressed in **Feather** opinion as in some way indicating the continued existence of the Lake Traverse Reservation, becomes somewhat of an anomaly. Boundaries of a reservation which were to be disestablished would seem to this Respondent to be somewhat unnecessary. Presumably, the government agreed.

Respondent's election not to file a brief in opposition in the instant case should not, therefore, be in any manner considered to reflect on the validity of the decision in the court below. In the event a writ is granted, the above and other materials in support of the decision will be presented in detail to this Court.

II. WITHIN THE PAST SIX MONTHS A SUBSTANTIAL CONFLICT HAS BECOME APPARENT WITHIN THE EIGHTH CIRCUIT, AND BETWEEN THE EIGHTH CIRCUIT COURT OF APPEALS AND TH SOUTH DAKOTA SUPREME COURT.

The wholesale application of the **Seymour, supra,** and **Mattz, supra,** rationale by the Eighth Circuit Court of Appeals to each and every piece of reservation legislation that even resembles the acts construed therein has resulted in what the South Dakota Supreme Court has aptly termed "confusion." **Cook v. State of South Dakota,** (Filed March 15, 1974, S.D.)

This "confusion" can be best illustrated by a brief review of the decisions commencing with the opinion of the Eighth Circuit Court of Appeals in **The City of New Town, North Dakota** v. **United States,** 454 F.2d 121 (CA8 1972). In

New Town, the Court of Appeals held that the boundaries of the Fort Berthold Reservation were not diminished by legislation that had for over fifty years been considered to have diminished the reservation. The Court based its decision on the rationale of the **Seymour** case. Six months later, the South Dakota Supreme Court, in construing similar legislation affecting a South Dakota reservation, reluctantly bowed to the Eighth Circuit Court of Appeals and overruled nearly fifty years of state case law in **State** v. **Molash,** 199 N.W.2d 591 (S.D. 1972). The concurring opinion of Chief Justice Biegelmier suggested that it might be "in the public interest" for the State Attorney General to file a petition for Certiorari and Judge Doyle concurred in the suggestion. **Molash, supra,** at 594.

At approximately the same time, the Federal District Court for the District of South Dakota construing another "similar" piece of legislation, which was before it on remand by the Eighth Circuit Court of Appeals for further consideration of the issue in light of **New Town,** supra, held that the boundaries of the Cheyenne River Reservation were not diminished. **United States ex rel Condon** v. **Erickson,** 344 F. Supp. 777 (D.S.D., 1972).

This decision touched off a debate in the South Dakota Law Review concerning the rather conspicuous absence, in the opinion and in the briefs, of any substantial citations to legislative history. 18 S.Dak. L. Rev. 85 (1973). The debate, however, was not in time to affect the Eighth Circuit Court of Appeals decision in **Condon** holding that the Cheyenne River Reservation was not diminished even though the legislation being construed therein referred **on its face** to the area unaffected by the act remaining as "the diminished reservation." **United States ex rel. Condon** v. **Erickson,** 478 F.2d 684 (CA 8 1973). The court termed the decision a "close" question. **Condon, supra,** at 689.

Two months later, in **Mattz, supra,** this Court stressed the importance of legislative history and found that the legislation therein did not terminate or disestablish the Klamath River Reservation. In October, the South Dakota Supreme Court, while citing **Seymour, supra, Mattz, supra,** and the recent Eighth Circuit decisions, nevertheless found that a similar act **did** express a congressional determination to terminate and disestablish a portion of the Yankton Reservation. **State of South Dakota v. Williamson,** 221 N.W. 2d 182 (S.D. 1973). Later in that same month, the court again refused to apply the rationale of **Seymour, supra, Mattz, supra,** and the recent Eighth Circuit decisions to the act in the instant case. However, in December, the Eighth Circuit Court of Appeals, overruling the Federal District Court and effectively overruling the instant case, held that the Lake Traverse Reservation had not been disestablished by the 1891 Act. **Feather, supra.** Again, it was the rationale of **Seymour supra,** and **Mattz, supra,** and the broad application thereof in its own recent decisions that was the deciding factor in the Court of Appeals.

The conflicts and confusion in the above decisions resulted in an extensive review of legislative history by the parties and the court in **Rosebud Sioux Tribe** v. **Kneip et al.** —F.Supp (D.C.S.D., February 6, 1974). In a well written and extensively documented opinion, the Federal District Court for the District of South Dakota, Western Division, in the face of **Seymour, supra, Mattz, supra,** and the recent decisions of the Eighth Circuit, held that the Rosebud Reservation had in fact been diminished by a series of bills enacted over a six-year period. Page after page of congressional documents were quoted in the text of this excellent fifty-page opinion. Immediately thereafter, the Supreme Court of South Dakota held that the Pine Ridge Reservation had also been diminished by an "identical" act. **Cook, supra,** at 5.

If the above acts were distinguishable either on their face or in light of their legislative history, then the conflicts and confusion rampart in the above opinions would be, in part, justifiable. After all, Indian Law is a very complex and difficult area of the law. Realistically, however, this simply is not the case. Someone, somewhere, must take the necessary time and action to clarify what is rapidly becoming something more than a mere conflict within the Eighth Circuit and between the Eighth Circuit Court of Appeals and the South Dakota Supreme Court.

III. THE IMPORTANCE OF THE ISSUE TO BE RESOLVED TO THE STATE OF SOUTH DAKOTA ALONE IS BEYOND QUESTION.

The wholesale application by the Eighth Circuit Court of Appeals of the **Seymour, supra,** and **Mattz, supra,** rationale to each and every piece of reservation legislation that even resembles the acts construed therein has effectively overruled not less than twenty-five state and federal cases decided over a period of fifty years—and this number includes only those cases concerned with South Dakota reservations.[4] In South Dakota alone fourteen counties, in whole or in part, with a total population of approximately 50,000 individuals, have been or in all probability will be, engulfed by the boundaries of reservations heretofore held to have been diminished or extinguished.

It is because of the far-reaching effects of the question to be decided, in addition to the conflicts and confusion discussed at II, supra, that Respondent submits that the question presented should be authoritatively resolved by this Court despite the absence of any real doubt as to the validity of the decision below. Accordingly, Respondent does not oppose the issuance of the writ.

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4. Similar precedent in North Dakota and other states has also been cast aside.

CONCLUSION

It is respectfully submitted that, of the alternatives available to this Court, the issuance of the writ and argument on the merits, would appear to be the most appropriate course.

Respectfully submitted,

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Supreme Court, U. S.
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No. 73-1148

In the Supreme Court of the United States

OCTOBER TERM, 1973

IN THE MATTER OF THE APPLICATION OF CHERYL SPIDER DECOTEAU, PETITIONER

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT

ON PETITION FOR A WRIT OF CERTIORARI TO THE SUPREME COURT OF THE STATE OF SOUTH DAKOTA

MEMORANDUM FOR THE UNITED STATES AS AMICUS CURIAE

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OCTOBER TERM, 1973

No. 73-1148

IN THE MATTER OF THE APPLICATION OF CHERYL SPIDER DECOTEAU, PETITIONER

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THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT

ON PETITION FOR A WRIT OF CERTIORARI TO THE SUPREME COURT OF THE STATE OF SOUTH DAKOTA

MEMORANDUM FOR THE UNITED STATES AS AMICUS CURIAE

This Memorandum is submitted in response to the Court's order of April 29, 1974, inviting the Solicitor General to express the views of the United States in this case concerning state jurisdiction over tribal Indians.

1. In December 1971, South Dakota brought dependency and neglect proceedings in the District County Court for the Tenth Judicial District of South Dakota against petitioner, an enrolled member of the Sisseton-Wahpeton Sioux Tribe. The State sought to

terminate her parental rights to her minor children, Robert Lee Feather and Herbert John Spider, also enrolled members of the Tribe. All of the incidents constituting the alleged dependency and neglect occurred within the exterior boundaries of the Lake Traverse Reservation, as established under the Treaty of February 19, 1867, 15 Stat. 505, 510 (Pet. App. A 2a; Pet. App. C 11a–12a). Approximately half of the incidents giving rise to the proceedings occurred on allotted Indian land, and the other half on land patented to non-Indians (Pet. App. A 2a; Pet. App. B 9a). Both children were placed in foster homes by the county court and remain in foster homes.

Article 10 of the Treaty of February 19, 1867 (Pet. App. C 12a) provides:

> The chiefs and head-men located upon either of the reservations set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department: Provided, That all rules, regulations, or laws adopted or amended by the chiefs and headmen on either reservation shall receive the sanction of the agent.

On August 4, 1972, Mrs. DeCoteau moved the county court to dismiss the proceedings and to return her

children to her on the ground that all the incidents giving rise to the proceedings involved Indians and occurred on the Reservation and that, therefore, the court lacked jurisdiction. This motion was denied.

Mrs. DeCoteau then petitioned the South Dakota Circuit Court for the Fifth Judicial Circuit for a writ of habeas corpus. That court denied the writ (Pet. App. B). While it found that Mrs. DeCoteau and the two children are enrolled members of the Sisseton-Wahpeton Sioux Tribe (Pet. App. B 8a), it ruled that the county court had jurisdiction to entertain the dependency and neglect proceedings because some of the incidents occurred on non-Indian owned land within the original boundaries of the Reservation, and, in the court's view, "the non-Indian patented land * * * is not within Indian Country" (Pet. App. B 10a). It also found "[t]hat lots or tracts of non-Indian patented or deeded land and lots or tracts of unpatented Indian trust land are interspersed in a crazy-quilt pattern over the entire area within the boundaries of the Lake Traverse Indian Reservation as established by the treaty of February 19, 1867" (Pet. App. B 9a–10a).

The South Dakota Supreme Court affirmed (Pet. App. A). It held that the effect of the agreement between the United States and the Tribe dated December 12, 1889, and the Act of March 3, 1891, 26 Stat. 989, 1036, ratifying that agreement was to separate from the Reservation all lands not patented to Indians.

The agreement, which is set forth in the 1891 Act (Pet. App. C 12a–17a), states that it is made under the authority of the Act of February 8, 1887, the Gen-

eral Allotment Act (Pet. App. C 13a). In the agreement the Indians of the Reservation—

> * * * cede, sell, relinquish and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made [Pet. App. C 14a].

The agreement also provides that the Indians shall receive, *inter alia*, $2.50 for each acre of land conveyed, to be used "* * * for the education and civilization of the said bands of Indians * * * as provided in section five [of the General Allotment Act of 1887] * * *" (*ibid.*).

The Act of March 3, 1891, ratifying the agreement, provides that the land ceded by the Indians shall be—

> Subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located * * * [Pet. App. C 20a].[1]

2. In our view the Supreme Court of the State of South Dakota has incorrectly held that the Lake Traverse Reservation no longer includes the lands now patented to non-Indians. We agree with the decision of the United States Court of Appeals for the Eighth Circuit in *United States ex rel. Feather* v. *Erickson*, 489 F. 2d 99, petition for a writ of certiorari pending, No. 73–1500 (Pet. App. D), that the effect of the 1892 Act was not to change the reservation boundaries but to permit homesteading of "surplus" lands within the Reservation in accordance with the General Allotment Act.

[1] We are informed by the Bureau of Indian Affairs that some 1340 acres remain in tribal ownership.

It is significant that the state court, in holding the patented lands excluded from the Reservation, did not consider this Court's recent decision in *Mattz* v. *Arnett*, 412 U.S. 481. There the Court explained that the purpose of the General Allotment Act was not to terminate reservations but to make allotments to individual Indians and to make unallotted lands available to non-Indians and that the opening of a reservation to homesteaders is not inconsistent with its continued existence (412 U.S. at 495). Here, both the agreement of 1889 and the 1891 Act specifically refer to the General Allotment Act as the authority under which the Reservation was opened to homesteading (Pet. App. C 13a, 19a). In light of these specific references to the General Allotment Act, and the opening of a "crazy-quilt" of unalloted land, there is no reason to presume that Congress intended to do more than carry out the purposes of that Act by allowing allotments to Indians and homesteading of surplus lands within the Reservation. See *Mattz, supra*, 412 U.S. at 494–497.

3. The Supreme Court of South Dakota held that because the 1891 Act provides for the *sale* of the surplus lands to the United States (expressly to be made available to non-Indians only under the homestead laws[2]) Congress' intent was to remove those lands

[2] Except for the 16th and 36th sections (see Pet. App. A 5a).

from the Reservation. That court contrasted the 1891 Act with others which provided that the United States was merely to act as trustee for a tribe in making surplus lands available to homesteaders.

Both forms of statute, with some variations in wording, were repeatedly used in opening reservations under the General Allotment Act. The earlier statutes tended to be written in terms of sale of unallotted land to the government for homestead purposes, while the later statutes often spoke of ceding unalloted land in trust to the government for homestead purposes.[3] In either case, however, especially where the lands, as here, were a "crazy-quilt pattern over the entire area" (Pet. App. B 9a), we think it erroneous to impute to Congress an intent to withdraw such lands from the reservation.

In viewing these statutes one must consider the purpose of a reservation and distinguish between ownership of tracts of land and the existence of a reservation. See *Seymour* v. *Superintendent,* 368 U.S. 351. An Indian reservation does not connote total Indian or

[3] Some examples of statutes ceding unalloted land to the government for homestead purposes are: Act of March 2, 1889, 25 Stat. 888 (Sioux); Act of March 3, 1891, 26 Stat. 1032 (Arickaree, Gros Ventre, Mandan); Act of March 3, 1891, 26 Stat. 1039 (Crow). Some examples of statutes using language of cession in trust for homesteading are: Act of January 14, 1889, 25 Stat. 642 (Chippewa); Act of April 23, 1904, 33 Stat. 302 (Flathead); Act of March 3, 1905, 33 Stat. 1016 (Shoshone-Arapaho). These are only two of the techniques employed by the government to allow homesteading *within* Indian reservations. They may be contrasted with statutes terminating reservations, or changing or diminishing their boundaries. See the examples of the latter given in *Mattz, supra,* 412 U.S. at 504.

federal ownership of the land within it. It refers to a geographical area within which the legislative authority of a tribe functions. *Worcester* v. *Georgia,* 6 Pet. 515; *McClanahan* v. *Arizona State Tax Commission,* 411 U.S. 164. It also describes the area within which federal criminal jurisdiction applies, 18 U.S.C. 1151, and the area within which services of the Bureau of Indian Affairs are primarily directed, *Morton* v. *Ruiz,* No. 72–1052, decided February 20, 1974.

The effect of the decision of the South Dakota Supreme Court would be a virtually random, "crazy quilt" pattern of jurisdiction for the Tribe, the United States, and the State, dependent on the tenure of the land on which a particular act occurs—wholly contrary to the purpose of 18 U.S.C. 1151 in defining Indian Country for criminal purposes as including all land within the limits of an Indian reservation. If the reservation itself were defined so as to exclude all land patented to non-Indians, the very checkerboard jurisdiction that Act sought to avoid would be recreated. Compare *Seymour* v. *Superintendent, supra,* 368 U.S. at 357–358; *United States ex rel. Feather* v. *Erickson, supra.*

Moreover, Article 10 of the Treaty of February 19, 1867, *supra,* explicitly grants the Tribe the right of self-government, subject to the regulations of the Department of the Interior. "[T]he intention to abrogate or modify a treaty is not to be lightly imputed to the Congress." *Pigeon River Co.* v. *Cox Co.,* 291 U.S. 138, 160. See also *Menominee Tribe* v. *United States,* 391 U.S. 404, 413. If the integrity of the Tribe as an inde-

pendent political community is to be preserved meaningfully, its jurisdiction as to members of the Tribe should not depend on the particular tract of land within the reservation on which an act arises. See *Seymour* v. *Superintendent,* 368 U.S. 351, 358.

There is no reason to believe that Congress, in choosing conveyance of "surplus" land to the United States to be conveyed only to homesteaders, rather than having the United States act specifically as trustee for the Tribe in conveying such lands to homesteaders, intended to alter the reservation boundaries and thereby create a "crazy-quilt" of federal and tribal (and state) jurisdiction.

4. The South Dakota Supreme Court also relied on a clause of the 1891 Act (not found in the 1889 agreement) stating:

> "That the lands * * * sold * * * shall * * * be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, *and be subject to the laws of the State wherein located* * * *" [Pet. App. A 5a, emphasis supplied].

It argues that the placement of the comma between "purposes" and "and" indicates that all the land, not just the school sections, would be subject to state jurisdiction. We agree that non-Indians on those lands (and their interests) are subject to state law, but submit that the most reasonable reading of this clause, in historical context and in light of the "crazy quilt" pattern, is that the land remains a part of the Reservation and that tribal authority over Indians on these portions of the Reservation remains undiminished, Moreover, as the court of appeals in *Feather* found, the clause does not give a clear indication of congressional intent to terminate or diminish the reservation, and any doubt should, of course, be resolved in favor of the Indians. *Worcester* v. *Georgia,* 6 Pet. 515, 582; *Carpenter* v. *Shaw,* 280 U.S. 363; *Squire* v. *Capoeman,* 351 U.S. 1, 6–7; *McClanahan* v. *Arizona State Tax Commission,* 411 U.S. 164, 174. And here, since the 1891 Act ratified the 1889 agreement with the Tribe, it is to be construed according to the sense understood by the Indians. *Jones* v. *Meehan,* 175 U.S. 1, 11; *Marlin* v. *Lewallen,* 276 U.S. 58. Nothing in that agreement shows that the Tribe intended to give up anything more than beneficial title to some of its land. The natural understanding by the Tribe would be that it was selling only its property interest in land, not its right of self-government, particularly in view of the pattern in which allotments were being made.

5. The South Dakota courts have characterized the issue here as whether the incidents complained of occurred in "Indian country" as that term is defined in 18 U.S.C. 1151. That definition specifically concerns federal criminal jurisdiction, but is a useful guide to Congress' view of workable jurisdictional boundaries. We believe that this case, which is not a criminal case, rests on parallel but broader grounds: namely that in the absence of a clear congressional limitation, Indian tribes are self-governing political communities. In *McClanahan* v. *Arizona State Tax Commission,* 411 U.S. 164, 168, this Court stated:

> * * * "[t]he policy of leaving Indians free from state jurisdiction and control is deeply rooted in the Nation's history." *Rice* v. *Olson*, 324 U.S. 786, 789 (1945). This policy was first articulated by this Court 141 years ago when Mr. Chief Justice Marshall held that Indian nations were "distinct political communities, having territorial boundaries, within which their authority is exclusive * * *".

See also *Williams* v. *Lee*, 358 U.S. 217, 220:

> * * * Essentially, absent governing Acts of Congress, the question has always been whether the state action infringed on the right of reservation Indians to make their own laws and be ruled by them [footnote omitted].

And, if they are to govern effectively, the tribes also must have workable jurisdictional limits.

The petitioner and her children are enrolled members of the Sisseton-Wahpeton Sioux Tribe and the incidents involved here occurred within the confines of that Tribe's Reservation as established by treaty. The matters determined here are by treaty reserved to tribal and federal jurisdiction. The petitioner, therefore, is correct in her contention that the state courts were without jurisdiction.

CONCLUSION

For the foregoing reasons, the petition for a writ of certiorari should be granted and the judgment below should be reversed.

Respectfully submitted.

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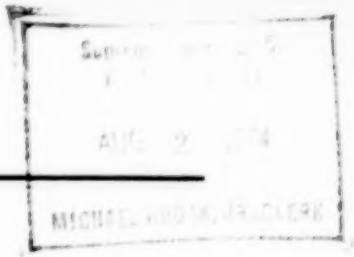

IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS.

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

BRIEF FOR THE PETITIONER

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IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO
THE SUPREME COURT OF SOUTH DAKOTA

BRIEF FOR THE PETITIONER

OPINIONS BELOW

The opinion of the South Dakota Supreme Court is reported at ___S.D. ___, 211 N.W.2d 843 (1973) and printed in Appendix "A" of the Petition for Certiorari (Pet. App.) at 1a. The Findings of Fact and Conclusions of Law and Judgment of the South Dakota Circuit Court for the Fifth Judicial Circuit are unreported. They are printed in Pet. App. B 7a, 10a.

JURISDICTION

This Court has jurisdiction under 28 U.S.C. § 1257(3). The final judgment of the Supreme Court of the State of South Dakota was entered on October 31, 1973. In accordance with 28 U.S.C. § 2101 (c), the petition for a writ of certiorari was due on or before January 29, 1974. The petition was filed January 25, 1974 and was granted June 3, 1974.

STATUTES INVOLVED

The Treaty of February 19, 1867, 15 Stat. 505, Sections 26-30 of the Act of March 3, 1891, 26 Stat. 989, 1035,[1] and 18 U.S.C. § 1151 are set out in the Appendix (App.) hereto at 1, 7 and 16 respectively.

QUESTION PRESENTED

Whether the State of South Dakota has civil jurisdiction over indians for acts or omissions committed on Lake Traverse Reservation patented lands opened to non-Indian homesteading by the Act of March 3, 1891.

STATEMENT OF THE CASE

On December 17, 1971 South Dakota brought dependency and neglect proceedings against Cheryl Spider DeCoteau, an enrolled member of the Sisseton-Wahpeton Sioux Tribe. The State sought to terminate the parental rights of Mrs. DeCoteau to her minor children, Robert Lee Feather and Herbert John Spider. All of the incidents constituting the alleged dependency and neglect had occurred within the exterior boundaries of the Lake Traverse Reservation, as established under the 1867 Treaty, approximately 50 percent of the incidents occurring on federal trust lands and approximately 50 percent of the incidents occurring on "surplus" lands opened for homesteading in 1891 and patented to non-Indians. None of the incidents occurred on land (sections 16 and 36) set aside for common school purposes by the act of March 3, 1891.

[1] These are the only sections of the Act that pertain to the Lake Traverse Reservation.

The District County Court for the Tenth Judicial District assumed jurisdiction, and, on December 17, 1971, entered an order of temporary foster care for Herbert John Spider. On August 4, 1972 Mrs. DeCoteau moved the District County Court to dismiss the proceedings on the ground that all incidents giving rise to said proceedings involved Indians and occurred in Indian Country and that, therefore, the Court lacked jurisdiction. The motion was denied on August 29, 1972, the Court ruling that the state courts have jurisdiction over Indians for actions occurring on non-Indian patented lands within the confines of the reservation.

On August 4, 1972 the District County Court continued its December 17, 1971 custody order with respect to Herbert John Spider and issued a custody order that Robert Lee Feather remain in the foster care arranged for him by South Dakota since March 12, 1971.

On August 31, 1972 Cheryl Spider DeCoteau petitioned the South Dakota Circuit Court for the Fifth Judicial Circuit for a writ of habeas corpus. That Court found that petitioner and her children are duly enrolled members of the Sisseton-Wahpeton Sioux Tribe located on the Indian reservation where all of the alleged acts or omissions resulting in the dependency and neglect proceedings and custody orders occurred. The Court ruled, however, that incidents occurring on non-Indian patented

lands within the treaty boundaries of the Lake Traverse Reservation did not take place in "Indian Country," and that, therefore, the District County Court's exercise of dependency and neglect jurisdiction and issuance of custody orders were proper. Accordingly, the Circuit Court denied the writ of habeas corpus.

Cheryl Spider DeCoteau appealed, assigning as error the Circuit Court's "conclusion of law. . .stating that the District County Court for the Tenth Judicial District has civil dependency and neglect jurisdiction over members of the Sisseton-Wahpeton Sioux Tribe residing within the exterior boundaries of the Lake Traverse Indian Reservation as established by the Treaty of February 19, 1867 when certain acts or omissions constituting a cause of action under the dependency and neglect laws of the State of South Dakota occur on non-Indian patented lands within the boundaries of said Reservation."

On October 31, 1973 the South Dakota Supreme Court filed its opinion affirming the Circuit Court's judgment. The Supreme Court ruled that the Act of March 3, 1891 disestablished the reservation status of the non–Indian patented portions of the Lake Traverse Reservation. In effect, the Court below further ruled that these portions of the 1867 treaty reservation are not Indian Country within the meaning of 18 U.S.C. §1151.

SUMMARY OF ARGUMENT

The Lake Traverse Reservation, set aside by the Treaty of February 19, 1867 as a permanent reservation, from the date of its creation has been "Indian Country" under the jurisdiction of the United States and the Sisseton-Wahpeton Sioux Tribe. The commitment of the United States to the maintenance of a permanent

reservation was reconfirmed in the Act of June 24, 1874. The Act of March 3, 1891,which opened surplus lands of the reservation to settlement did not disestablish or diminish the reservation. That Act followed the general pattern of surplus land statutes and provided for allotments to each Indian who had not been allotted; for withholding lands for religious purposes; and for the remaining "surplus" lands to be subject to entry under the homestead and townsite laws. The United States acted as trustee and credited the proceeds to the trust account of the Tribe, with the funds to be used for the education and civilization of the Sisseton and Wahpeton Sioux. The Act, on its face, contains no language that expressly or by innuendo alters the boundaries of the reservation.

The surrounding circumstances and legislative history of the 1891 Act, subsequent Federal enactments, and the consistent treatment and administration of the reservation as undiminished by the Department of the Interior unambiguously support the continued existence of the reservation as established in 1867.

The Supreme Court of the State of South Dakota, relying on the authority of the recently overruled and long discredited decision, *DeMarrias v. State of South Dakota*, 206 F. Supp. 549 (D.S.D. 1962), concluded that by the 1891 Act the Sisseton and Wahpeton Sioux sold portions of their reservation outright to the United States and the United States did not act as a trustee of the Indians in the transaction. The reservation status of the sold areas was terminated. In reaching this interpretation, the Court failed to apply time-honored rules for the construction of surplus land statutes; misunderstood the consequences for reservation status of allotments and the

issuance of patents to unallotted and unreserved lands pursuant to the General Allotment Act and special legislation enacted thereunder; and d'd not recognize the continuous legislative and executive treatment of the reservation as undiminished.

The Act of August 15, 1953 and Act of April 11, 1968 provide the only Congressionally authorized formulas for state assumption of jurisdiction over Indians in Indian Country. South Dakota has never obtained jurisdiction under these Acts. The assertion of jurisdiction by South Dakota to adjudicate the dependency and neglect of Petitioner's two children, both members of the Sisseton-Wahpeton Sioux Tribe, impermissibly undermines Federally protected tribal self-government and strikes at the very core of the tribal relation and existence.

ARGUMENT

I.

THE LAW IS ESTABLISHED THAT STATE JURISDICTION DOES NOT EXTEND TO INDIANS IN INDIAN COUNTRY.

If an act or omission, proscribed under the laws of a State, occurs in "Indian Country," the State has no jurisdiction for the law is settled that State jurisdiction does not extend to Indians in Indian Country.[2] *Williams*

[2]South Dakota was admitted into the Union as a State on the express condition that its people do "agree and declare ... [that] Indian lands shall remain under the absolute jurisdiction and control of the Congress of the United States...." Enabling Act of February 22, 1889; c.180. 25 Stat. 676. Article XXII of South Dakota's Constitution makes the same disclaimer of jurisdiction. Neither the State, Congress or the Tribe have changed this. *State of South Dakota v. Molash*, __ S.D. __, 199 N.W.2d 591, 593 (1972).

v. Lee, 358 U.S. 217, 219 (1959); *McClanahan v. State Tax Commission of Arizona*, 411 U.S. 164, 168-169 (1973); *Warren Trading Post v. Arizona Tax Com.*, 380 U.S. 685, 687, fn. 3 (1965); *State ex rel. Merrill v. Turtle*, 413 F.2d 683, 684 (CA 9 1969); *Iron Crow v. Oglala Sioux Tribe of Pine Ridge Res.*, 231 F.2d 89, 92, (CA 8 1956); *Handbook of Federal Indian Law*, Felix S. Cohen, 122-126 (GPO 1945); *Federal Indian Law*, 395-402 (GPO 1958).

The principle underlying these decisions is that Indian tribes retain all the powers of sovereignty, except as expressly diminished by Congress. Thus, in *Williams v. Lee, supra*, the Court stated:

> Essentially, absent governing Acts of Congress, the question has always been whether the state action infringed on the right of reservation Indians to make their own laws and be ruled by them. 358 U.S. at 220.

This principle was reaffirmed in *Kennerly v. District Court of Montana*, 400 U.S. 423, 426-427 (1971). These cases emphasize the supremacy and exclusivity of federal or tribal jurisdiction in Indian Country.[3]

[3]The term "Indian Country" embraces within it Indian reservations. "It is manifest that Indian lands, or the lands of an Indian within a reservation or on the public domain, all come in the same category, all such lands are equally Indian Country...." *Ex Parte Van Moore*, 221 F. 954 (D.S.D.1915). A reservation is "Indian Country simply because it had been validly set apart for the use of the Indians as such, under the superintendence of the government." *United States v. Pelican*, 232 U.S. 442, 449 (1914). This was the definition prior to the 1948 statutory definition contained in the Act of June 25, 1948; c. 645, 62 Stat. 757, 18 U.S.C. § 1151, and set out in full in the Appendix at 16.

[footnote continued]

All of the incidents constituting Petitioner's alleged dependency and neglect occurred within the 1867 Treaty boundaries of the Lake Traverse Reservation. In order to subject Petitioner and her children to its laws, South Dakota must demonstrate federal action that

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[footnote continued from preceding page]

Although 18 U.S.C. §1151 defines Indian Country for criminal jurisdiction purposes, as the only precise Congressional definition of the term, it has been repeatedly applied inferentially or directly in Indian civil jurisdiction cases. See e.g., *McClanahan v. State Tax Commission of Arizona, supra,* 411 U.S. at 177-178, fn. 17; *Kennerly v. District Court of Montana, supra,* 400 U.S. 424, 427, fn. 1; *Williams v. Lee, supra,* 358 U.S. at 220-222, fns. 5, 6, 10. *Annis v. Dewey County Bank,* 335 F. supp. 133, 134 (D.S.D. 1971); *Crow Tribe of Indians v. Deernose,* 158 Mont. 25, 487 P.2d 1133, 1135 (1971); *Sigana v. Bailey,* 282 Minn. 367, 164 N.W. 2d 886, 888-889 (1969); *Boyer v. Shoshone-Bannock Indian Tribes,* 92 Idaho 257, 441 P.2d 167, 170-171 (1968); *Kain v. Wilson,* 83 S.D. 482, 161 N.W.2d 704, 705 (1968); *Smith v. Temple* 82 S.D. 650, 152 N.W.2d 547, 548 (1967); *State ex rel. Adams v. Superior Court,* 57 Wash. 2d 181, 356 P.2d 985, 990 (1960). See also the court below.

A comparison of post-1948 statutory enactments pertaining to state assumption of criminal and civil jurisdiction over Indians reveals that Congress subscribes to the 18 U.S.C. §1151 definition of Indian Country for both criminal and civil jurisdiction purposes. Compare e.g., 18 U.S.C. §1162 (criminal) with 28 U.S.C. 1360 (civil), both included in the Act of August 15, 1953; c.505, 67 Stat. 588, 589; and 25 U.S.C. 1321 (criminal) with 25 U.S.C. 1322 and 1326 (civil), all included in the Act of April 11, 1968; 82 Stat. 78, 79, 80. There is an undifferentiated use of the term Indian Country in all of these statutes. See also, H.R. Rep. No. 848, 83d Cong., 1st Sess., 6 (1953). While recognizing that, like a state, the jurisdiction of a tribe has extraterritorial reaches, there is but one definition of Indian Country regardless of whether the jurisdiction exercised is criminal or civil.

disestablished or diminished these boundaries. If the boundaries today are coextensive with the original boundaries, the entire 1867 Lake Traverse Reservation is within Indian Country and South Dakota's jurisdiction does not extend to Indians thereon.

II.

CONTROLLING PRINCIPLES OF LAW COMPEL A STATUTORY CONSTRUCTION THAT ALL PATENTED AND OTHER LANDS, INCLUDING THE TOWNSITE OF SISSETON, WITHIN THE ORIGINAL EXTERIOR BOUNDARIES OF THE LAKE TRAVERSE RESERVATION ARE IN INDIAN COUNTRY.

In determining whether the Act of March 3, 1891, c. 543, 26 Stat. 1035, disestablished or diminished the Lake Traverse Indian Reservation, three general principles of statutory construction must be applied.

(1) Only Congress can disestablish, diminish, or alter the boundaries of an Indian reservation. Congress created the Lake Traverse Indian Reservation by the Treaty of February 19, 1867, 15 Stat. 505. The Court has ruled that when "Congress has once established a reservation, all tracts included within it remain a part of the reservation until separated therefrom by Congress." *United States v. Celestine,* 215 U.S. 278, 285 (1909).[4] See also, *Mattz v. Arnett,* 412 U.S. 481, 504-505 (1973); *Seymour v. Superintendent,* 368 U.S. 351, 359 (1962); *United States ex rel. Feather v. Erickson,* 489 F.2d 99, 101 (CA 8 1973); *United States ex rel. Condon v. Erickson,* 478 F.2d 684, 689 (CA8 1973); and *City of New Town, N.D. v. United States,* 454 F.2d 121, 125 (CA 8 1972).

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[4] The *Celestine* doctrine has been codified in 25 U.S.C. §398(d) (Act of March 3, 1927; c. 299, 44 Stat. 1347).

The premise imposes on the State the burden of pointing to Federal action that disestablished the permanent Lake Traverse Reservation as described in the 1867 Treaty or in some way altered or diminished the boundaries of that Reservation. Unless the Act of March 3, 1891, *supra*, constitutes such Federal action, the State does not have jurisdiction.

(2) Courts will not lightly impute to Congress an intent to abridge or abrogate Indian treaty rights or statutory rights. Indian tribes have a special relationship with the United States. Chief Justice John Marshall described tribes as "domestic dependent nations" and characterized their relationship with the United States as that of a ward to its guardian. *Cherokee Nation v. Georgia*, 30 U.S.1, 17 (1831). *Seminole Nation v. United States*, 316 U.S. 286, 296, 297 (1942), enunciates the duty imposed on the United States and its courts in dealings with Indian tribes.

> Under a humane and self-imposed policy which has found expression in many acts of Congress and numerous decisions of this Court, the United States has charged itself with moral obligations of the highest responsibility and trust. Its conduct, as disclosed in the acts of those who represent it in dealings with the Indians, should therefore be judged by the most exacting fiduciary standards.

Flowing from this recognition of the Indian's special status, the Supreme Court has posited

> the settled rule that, as between the whites and the Indians, the laws are to be construed most favorably to the latter. *Red Bird v. United States*, 203 U.S. 76, 94 (1906).

See also, *McClanahan v. State Tax Commission of Arizona, supra*, 411 U.S. at 174; *Choctaw Nation v. Oklahoma*, 397 U.S. 620, 631 (1970); *Peoria Tribe v. United States*, 390 U.S. 468, 472-473 (1968); *United States v. Santa Fe Pacific Railroad Co.*, 314 U.S. 339, 354 (1941); *Carpenter v. Shaw*, 280 U.S. 363, 367 (1930); *Alaska Pacific Fisheries v. United States*, 248 U.S. 78, 79 (1918); *United States v. Celestine, supra*, 215 U.S. at 290, *Winters v. United States*, 207 U.S. 564 (1908); *The Kansas Indians*, 72 U.S. 737 (1866); *Worcester v. Georgia*, 31 U.S. 515, 585 (1832); and Cohen, *Federal Indian Law*, 37 (G.P.O. 1945).

Doubtful provisions of statutes are resolved in the Indians' favor. Although Congress has general plenary power over its Indian wards, *Lone Wolf v. Hitchcock*, 187 U.S. 553 (1903), the intention of Congress to abridge or abrogate rights or benefits secured to a tribe by treaty must be very clear.

> The intention to abrogate or modify a treaty is not to be lightly imputed to the Congress. *Pigeon River Improvement Co. v. Cox*, 291 U.S. 138, 160 (1934). See also, *Menominee Tribe v. United States*, 391 U.S. 404, 413 (1968).

(3) The opening of an Indian reservation to settlement by non-Indians is not inconsistent with its continued existence as a reservation. *Mattz v. Arnett, supra*, 412 U.S. at 497; *Seymour v. Superintendent, supra*, 368 U.S. at 349-350; *United States ex rel. Feather v. Erickson, supra*, 489 F.2d at 101; *United States ex rel. Condon v. Erickson, supra*, 478 F.2d at 689; *City of New Town, N.D. v. United States, supra*, 454 F.2d at 125.

Determination of the effect of the 1891 Act must start with these three general guiding principles. To these general principles, *Mattz* and *Seymour* add four specific rules for construction of statutes which open for settlement the surplus and unallotted lands within Indian reservations: (1) The language of the statute disestablishing, diminishing or altering a reservation "must be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history." *Mattz v. Arnett, supra,* 412 U.S. at 505;[5] (2) statutory failure to lessen Federal trust responsibility for Indians having tribal rights on the reservation shall be construed as an intent to maintain the existence of the reservation undiminished; (3) subsequent enactments of Congress recognizing the continued existence of a reservation support the construction that the opening for settlement statute did not alter or diminish the reservation; and (4) construction and treatment of the opening for settlement statute by the officials and attorneys of the Department of Interior, the agency of government having primary responsibility for Indian affairs, shall be accorded special weight and consideration.

Whether the 1891 Act destroyed or diminished the Lake Traverse Reservation depends on the intent of Congress, ascertained from application of the above principles and analysis of the purposes of the Act and the understanding

[5] The Eighth Circuit holds that Congress must "expressly or by clear implication" diminish the boundaries of the reservation opened to settlement. *United States ex rel. Condon v. Erickson, supra,* 478 F.2d at 689, cited with approval in *Mattz v. Arnett, supra,* 412 U.S. at fn.23. See also, *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 101-102, where the Eighth Circuit indicates that its "clear implication" is equivalent to this Court's "clear from the surrounding circumstances and legislative history."

of Congress. *Seymour v. Superintendent, supra,* 368 U.S. at 356-357.

A. There is no express language in the 1891 Act that disestablishes or diminishes the Lake Traverse reservation.

The Lake Traverse Reservation was established by the Treaty of February 19, 1867 between the Sisseton and Wahpeton Bands of Sioux and the United States. (See Appendix at 1 for the full text of the Treaty.) Article III "...agreed that there shall be set apart for the members of said bands...the following described lands as a *permanent* reservation." (Emphasis added). Article 10 of the Treaty recognized the sovereign power of the Sisseton and Wahpeton Bands "to make their own laws and be ruled by them." *Williams v. Lee,* 358 U.S. at 220.

> The chiefs and headmen ... are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands ... and shall have authority ... to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department.

In keeping with the Tribe's status as a "domestic dependent nation," the Interior Department was enjoined to supervise this self-government.

The treatymaking period was closed by Act of March 3, 1871, 16 Stat. 566, 25 U.S.C. §71. An amendment to the 1867 Treaty, whereby the Sisseton and Wahpeton Bands agreed to "cede, sell, and relinquish to the United States all their right, title, and interest in and to all lands

and territory" described in the Treaty, with the exception of the land "expressly reserved as permanent reservations" in the 1867 Treaty, was accepted by the Bands on May 2, 1873 and adopted by the Act of June 24, 1874, 18 Stat. 167. The preamble to the Act states that the land "shall be ceded *absolutely* to the United States." (Emphasis added). On its face, the Act, by absolute cession expressly extinguishes the title of the Sisseton and Wahpeton Bands to particularly described lands.

The only other Act of Congress that contains provisions relative to the boundaries and size of the Lake Traverse Reservation is the Act of March 3, 1891, *supra.* ratifying an Agreement of December 12, 1889 between three United States commissioners and the chiefs, headmen, and male adult members of the Sisseton and Wahpeton Bands. (Appendix at 7 contains the full text of the Act.) The Bands agreed to open their permanent reservation for settlement. The only express language of Congress pertinent to the question of disestablishment or diminishment of the Reservation is found in § 26 (reciting Article I of the 1889 Agreement) and § 30.

> *Section 26.* ...The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians...
>
> *Section 30.* That the lands by said agreement ceded, sold, relinquished and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon completion of the allotments provided for in said agreement, be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located...

A conclusion that these sections disestablish the permanent Lake Traverse Reservation, as described in Article III of the 1867 Treaty, or separate any tracts therefrom is untenable. No act of Congress has ever changed the 1867 Treaty boundaries. That boundaries of reservations are changed by Congress only by "unequivocal" specific description of the lands excluded from the reservation and specific delineation of the new boundaries is the explicit meaning of *Celestine, supra,* and is evident from examination of the many contemporaneous acts which opened Indian reservations for settlement,[6] including the Act of March 3, 1891,

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[6]These Acts include the Act March 2, 1889, c.405, 25 Stat. 888 dividing a portion of the Great Reservation of the Sioux into six separate reservations and opening the remainder to settlement, and those opening to settlement the reservations of the Citizen Band of Pottawatomie, Act of March 3, 1891, c.543, 26 Stat. 1016; Cheyenne and Arapahoe, Act of March 3, 1891, c.543, 26 Stat. 1022; Coeur d'Alene, Act of March 3, 1891, c.543, 26 Stat. 1026; Gros Ventres, Mandans and Arickarees of the Fort Berthold Reservation, Act of March 3, 1891, c.543, 26 Stat. 1032; Crow, Act of March 3, 1891, c.543 26 Stat. 1039; Cherokee, Act of March 3, 1893, c.209, 27 Stat. 604; Tonkawa, Act of March 3, 1893, c.209, 27 Stat. 643; Pawnee, Act of March 3, 1893, c.209, 27 Stat. 644; Coeur d'Alene, Act of August 15, 1894, c.290, 28

[footnote continued]

opening Lake Traverse and six other reservations. *Mattz v. Arnett, supra,* 412 U.S. at 504, fn. 22; *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 101-102. Significantly, of the seven reservations opened for settlement by the Act of March 3, 1891,[7] the portions of land excluded from the reservation and the new boundaries resulting therefrom are specifically delineated by definite property lines for all but Lake Traverse. [8]

[footnote continued from preceding page]

Stat. 322; Nez Perce, Act of August 15, 1894, c.290, 28 Stat. 326; Yuma, Act of August 15, 1894,c. 290,28 Stat. 332; Shoshone and Bannock, Act of June 6, 1900. c.813, 31 Stat. 672; and Comanche, Kiowa and Apache, Act of June 6, 1900, c.813, 31 Stat. 676. The Act of March 3, 1891, which opened six of the reservations cited, also opened the Lake Traverse Reservation.

[7] Id. Those reservations occupied by the Citizen Band of Pottawatomie; Absentee Shawnee; Cheyenne and Arapahoe; Coeur d'Alene; Gros Ventres, Mandans and Arickarees; Sisseton and Wahpeton; and Crow were opened for settlement.

[8] In fact, in a letter dated August 13, 1889, the Comissioner of Indian Affairs instructed the Commissioners sent to negotiate with the Sisseton and Wahpeton Bands to state in the agreement the location of surplus lands to be sold, "which should be described by sections, or other legal subdivisions of townships." National Archives Records of the Bureau of Indian Affairs, Letters Sent: Land Division Letter Book 188. (See Appendix at 41 for the full text of this letter). After negotiating with the Bands, the Commissioners did not include legal land descriptions in the agreement, an indication that the boundaries of the reservation would remain unchanged.

1. The purpose, surrounding circumstances and the legislative history of the 1891 Act are inconsistent with an intent to disestablish or diminish the reservation.

The bill that became the 1891 Act was drafted from an agreement negotiated by three Indian Commissioners at five council meetings of the Sisseton and Wahpeton Bands held from November 30 - December 13, 1889. Of the 337 adult male members of the Bands over the age 18, between 200 and 300 attended the council sessions at a time when the Bands were very poor and hungry, due to three successive crop failures, and faced with a winter of severe cold and high winds. In order to survive,[9] the Bands were forced to enter into an agreement opening some of their lands for settlement. A report of the council proceedings was prepared by the commissioners. See, S. Ex. Doc. No. 66, 51st Cong., 1st Sess. (1890) for the full report and a transcript of the council sessions. An explanation of the bill was included in the report. Non-Indians in the areas surrounding the reservation were insistent that the reservation be opened.[10] General

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[9] An 1890 letter (Appendix at 54) from South Dakota's Governor A.C. Mellette to the Secretary of the Interior describes the destitute condition of the Bands. National Archives Records of the Bureau of Indian Affairs, Letters Received: Special Case 147, Letter No. 39462.

[10] One of the most insistent supporters of the reservation opening was D.W. Diggs, Banker, Bank of Milbank, South Dakota, who ultimately became one of the commissioners sent to negotiate the opening with the Sisseton and Wahpeton Bands. Diggs' main concern was the barrier that the reservation was posing to the development of local resources, in particular the completion of two or three railroad lines. National Archives Records of the Bureau of

[footnote continued]

Whittlesey, Secretary of the Board of Indian Commissioners and chairman of the commission[11] sent to Sisseton, stated:

> This reservation will be quickly settled by whites, bringing the arts of civilization, establishing schools in every township, so that you can send your children to school.... Another advantage is that the whites will exchange work with you. This will enable you to cultivate 50 acres where you now cultivate 10. There are other advantages which I have not mentioned. One is you will have towns and railroads and good markets near you. All this will make your lands more valuable... You hitch the two together and the white man and the Indian will pull together. S.Ex. Doc. No. 66, *supra* at 24.

The discussion leading to the 1889 agreement compels rejection of any suggestion that the proposed law would disestablish the reservation. That factor was not the topic of discussion because extinguishment of the reservation status was not part of the proposed legislation.

The legislative history establishes that the dominating purpose of the 1891 Act was to make surplus lands available to settlers in the hope that non-Indian neighbors

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Indian Affairs, Letters Received: Special Case 147, Letter No. 26163, encls. 2 and 3. (App. at 51) See *Mattz v. Arnett, supra*, 412 U.S. at 500. Diggs' local interests suggest the possibility of an allegiance extraneous to the mandated goals of the commission. His conduct and that of the commission as a whole must be "judged by the most exacting fiduciary standards." *Seminole Nation v. United States, supra*, 316 U.S. at 297.

[11] In addition to Whittlesey and Diggs, the commission included Charles A. Maxwell, Chief of the Land Division, Office of Indian Affairs.

would contribute to the Indians' opportunities to learn. The 1891 Act was designed to intermix non-Indians with Indian allottees in aid of the contemporaneous Federal policy of assimilation. *Mattz v. Arnett, supra*, 412 U.S. at 496. Thus, on the floor of the House, during the debate on the bill that became the 1891 Act, Congressman Gifford of South Dakota stated, 21 Cong. Rec. 6195; 51st Cong., 1st Sess. (1890).

> This Indian problem is by no means solved as yet. The question is not settled. The Indian is not yet a civilized being, but he is becoming civilized rapidly. All of these tribes of Indians that to-day feel the influences of the settlements in their vicinity are becoming civilized and self-supporting rapidly.[12]

Congressman Gifford vigorously supported maintenance of United States guardianship over Indians.[13]

[12] This remark was not made with specific reference to the Lake Traverse Reservation portion of the 1891 Act. Although the bill that became the 1891 Act was not introduced by Congressman Gifford, the sections pertaining to the Lake Traverse Reservation were incorporations of earlier bills introduced by him.

[13] In holding that the lands and personal property of members of the Sisseton and Wahpeton Bands residing on trust allotments were not subject to state or local taxation, the Court noted: "These Indians are yet wards of the Nation, in a condition of pupilage or dependency, and have not been discharged from that condition." Taxation would defeat the national policy of preparing Indians for civilized life and citizenship. *United States v. Rickert*, 188 U.S. 432, 437 (1903). The Sisseton and Wahpeton Sioux community is dependent and, therefore, not subject to the jurisdiction of the State. 18 U.S.C. §1151 (b).

The committee reports do not express any intent to dissolve the Reservation.[14] These reports, as well as reports on earlier Lake Traverse Reservation opening-for-settlement bills that failed to become law,[15] manifest a primary concern to alleviate the destitution and suffering of the Sisseton and Wahpeton Bands by relief owed them "as a matter of right." H. Ex. Doc. No.100; 5lst Cong., 2d Sess. (1890). The relief involved correcting a "monstrous injustice towards these loyal Sioux," S. Rep. No. 661; 5lst Cong., lst Sess. (1890); H.R. Rep. No. 1356; 51st Cong., lst Sess. (1890), by making restitution and payment of annuity moneys withheld since 1862. The annuities were part of the Treaty of July 23, 1851, 10 Stat. 49, and the Act of August 30, 1862, 10 Stat. 52. However, they were withheld on the mistaken assumption that the Sisseton and Wahpeton Bands had participated in the Sioux outbreak of August 6, 1862.

> But so far from violating their treaty obligations in respect of peaceableness and friendship towards the whites, they voluntarily aided in suppressing the revolt and in rescuing the white women and children who had been taken captives by the hostile Indians, and enrolled themselves as scouts and soldiers, rendering meritorious service in the armies of the United States, guarding the frontier against the incursions of hostile Indians, and imperiled their lives in other fields of service during the civil war. S. Rep. No. 661; 51st Cong., 1st Sess. (1890).

[14] S. Rep. No. 1510; 51st Cong., 1st Sess. (1890); H.R. Rep. No. 2325; 51st Cong., 1st Sess. (1890).

[15] S. Rep. No. 661; 51st Cong., 1st Sess. (1890); H.R. Rep. No. 2271; 51st Cong., 1st Sess. (1890). These reports, on bills almost identical to that which became law, also do not refer to the Lake Traverse Reservation in a way evidencing an intent to disestablish or diminish it.

It was for this reason only that a grateful nation set aside a permanent reservation for the Sisseton and Wahpeton Bands in 1867. Preamble, Treaty of February 19, 1867, 15 Stat. 505. The Sisseton and Wahpeton Bands having fulfilled their treaty obligations, the committee report, *Id.*, and Section 27 of the 1891 Act proclaim the intention of the United States to honor its treaty obligations. It is inconceivable that the United States, out of gratitude, would make such a sincere commitment only to obliterate its value by disestablishing or diminishing the reservation. The only way in which the restitution provided by the United States could have any real meaning was if the reservation continued to exist.

As in *Seymour v. Superintendent, supra*, 368 U.S. at 356, the 1891 Act "did no more than open the way for non-Indian settlers to own land on the reservation in a manner which the Federal Government, acting as guardian and trustee for the Indians, regarded as beneficial to the development of its wards." See also, *Mattz v. Arnett, supra*, 412 U.S. at 497.

2. The language of the 1891 Act rejects disestablishment or diminishment of the reservation.

The construction of the 1891 Act probably does not require invocation of "the general rule that statutes passed for the benefit of dependent Indian tribes or communities are to be liberally construed, doubtful expressions being resolved in favor of the Indians." *Alaska Pacific Fisheries v. United States, supra*, 248 U.S. at 79. No language in the 1891 Act expressly dis-

establishes or diminishes the reservation nor is such a consequence clear from the surrounding circumstances and legislative history.

Section 26, incorporating and ratifying the 1889 Agreement, states that the Sisseton and Wahpeton Bands sell "all the unallotted land *within the limits of the reservation*[16] "...remaining after the allottments and additional allottments..." (Emphasis added).

Section 27 specifies that the proceeds of the sale be deposited in the Treasury to the credit of the Indians, to be appropriated by Congress for their education and civilization. This language is a reflection of the assimilationist purposes of the Act and expresses an intent not to terminate the reservation. *Mattz v. Arnett*, *supra*, 412 U.S. at 504. Section 28 withholds from sale to settlers, lands occupied by religious societies and other organizations and Section 30 withholds from sale to settlers, lands for schools, all indicia contrary to disestablishment or diminishment of the reservation. These are acts of a guardian and trustee considered beneficial to the development of its wards. Section 29 authorizes additional allotments to equalize allotments among the members of the Bands. The additional allotments could be taken anywhere within the reservation, indicating that the reservation is not to be disestablished or diminished.

The 1891 Act also omits provision for a survey of the reservation. This suggests a lack of intent to separate the opened lands from the reservation and mark new boundaries. The portion of the 1891 Act that established the

[16] The Secretary of the Interior describes "ceded land, lying within the Sisseton and Wahpeton Indian Reservation, known as Lake Traverse Reservation..." In the matter of *Edward Parant*, 20 L.D. 53, 54 (1895).

boundaries of the present Fort Berthold Reservation (§§ 23-25) immediately preceded the Lake Traverse Reservation sections and provided for a survey of the outboundaries of the diminished reservation. 26 Stat. at 1032. If Congress intended to diminish or disestablish the Lake Traverse Reservation it is likely that the Fort Berthold method would have been used.

The two "whereas" clauses of the 1889 Agreement, Section 26 of the 1891 Act, also refute any intent to disestablish or diminish the reservation. The first clause recites Section 5 of the Act of February 8, 1887, c.119, 24 Stat. 388, known as the General Allotment Act, authorizing the Secretary of the Interior to negotiate with tribes for the purchase and release of lands remaining after allotments. The second clause states that the Sisseton and Wahpeton Bands "are desirous of disposing of a portion of the land set apart and reserved to them" by the 1867 Treaty. These clauses clearly underscore the intent of the Indians[17] and of Congress to dispose of the unallotted lands and nothing more. The reservation is not disestablished or diminished, new boundaries are not set, and no portion of it is restored to the public domain. When Congress disestablishes or diminishes reservations, the deleted areas and the remaining areas are specifically

[17] During 1905 and 1906, a number of the original allottees among the Sisseton and Wahpeton Sioux applied to the Commissioner of Indian Affairs for fee patents to their lands "on the Lake Traverse Reservation." That all of these original allottees contemplated the continued existence of the Lake Traverse Reservation is evident from a representative letter of Josaphine La Framboise reprinted in Appendix at 46. National Archives Records of the Bureau of Indian Affairs, Letters Received: Special Case 147, Letter No. 11658.

described and the former are specifically restored to the public domain. Congress "uses clear language of express termination" to disestablish or diminish a reservation and restore it to the public domain "when that result is desired." *Mattz v. Arnett, supra,* 412 U.S. at fn. 22. Thus, from 1889 to 1908, when many of the opening for settlement acts were passed, Congress used variations of four different formulas (or combinations of them) to disestablish or diminish reservations: (1) land is "vacated and restored to the public domain" (See fn. 6, *infra,* Great Reservation of the Sioux; Coeur d'Alene (1891); Cherokee; Tonkawa; Pawnee; Coeur d'Alene (1894); and Shoshone and Bannock); (2) tribes "cede, relinquish, and surrender forever and absolutely, without any reservation express or implied, all title, claim and interest of every kind and character" (See fn. 6, *infra,* Citizen Band of Pottawatomie; Absentee Shawnee; Cheyenne and Arapahoe; Tonkawa; Pawnee; and Comanche, Kiowa and Apache); (3) tribes make a "full and complete relinquishment and extinguishment of all their title, claim and interest" (See fn. 6, *infra,* Cherokee); and (4) provision is made for "segregating the ceded land from the diminished [or 'reduced'] reservation" (See fn. 6, *infra,* Coeur d'Alene (1894) and Shoshone and Bannock.)

Formula (2) above was preferred by Congress in 1891 and was used in the opening of three reservations in the very Act that opened the Lake Traverse Reservation. The failure to use such unequivocal language in the Lake Traverse provisions can only be regarded as an intent not to disestablish or diminish the reservation.

> Where, as here, the Indians merely sold the unallotted lands within the limits of the Reservation set apart by treaty, which remained after allotments to the Indians, and where the unallotted lands are scattered throughout such treaty Reservation, *in the absence of clear and specific language,* there is no basis to hold that any particular area was excluded or that the Reservation was diminished to any extent. (Emphasis added). *Boundaries of Lake Traverse Indian Reservation,* Field Solicitor's Opinion, Aberdeen Office, Bureau of Indian Affairs, August 16, 1972. Appendix at 29.

The first "whereas" clause stipulates that the negotiations with the tribe must be "in conformity with the treaty or statute under which such reservation is held." The reservation is held pursuant to the 1867 Treaty. The most important benefit of the Treaty was the Indians' right to a defined and secure permanent reservation. It was the right to that reservation so defined and secured that was expressly preserved to the Sisseton and Wahpeton Bands by the stipulation in the opening "whereas" clause, Section 26, of the 1891 Act. To disestablish or diminish the reservation is to read that benefit out of the statute. The 1891 Act will not withstand such a construction.

The Eighth Circuit deemed similar language supporting continued entitlements to treaty benefits significant in construing the Acts of June 1, 1910, c.264, 36 Stat. 455 and May 29, 1908, c.218, 35 Stat. 460, "surplus" land statutes opening for settlement by non-Indians portions of the original Fort Berthold and Cheyenne River Reservations respectively. *City of New Town, N.D. v. United States, supra,* and *United States ex rel. Condon v. Erickson, supra,* respectively. Indians in the municipalities of New Town, North Dakota (Fort Berthold Reservation) and Eagle Butte, South Dakota (Cheyenne River Reservation) were held by the Eighth Circuit not to

be subject to the jurisdiction of the States involved, although each town is located on the opened portion of its reservation.

No such treaty conformity provision is found in the Act of March 22, 1906, c.1126, 34 Stat. 80 (Colville) or the Act of June 17, 1892, c.120, 27 Stat. 52 (Hoopa Valley). These acts opened for settlement reservations created by Executive Order. Despite this, the Court in *Seymour* and *Mattz* respectively held that these acts did not diminish either reservation.

Another treaty right intimately related to the right to a defined and secure reservation is the right to self-government and its corollary, freedom from state jurisdiction.

> The policy of leaving Indians free from state jurisdiction and control is deeply rooted in the Nation's history.
>
> *McClanahan v. State Tax Commission of Arizona, supra,* 411 U.S. at 168. See also, *Rice v. Olson,* 324 U.S. 786, 789 (1945); *Worcester v. Georgia,* 31 U.S. at 557; *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 101; *United States ex rel. Condon v. Erickson, supra,* 478 F.2d at 689.

A Tribe retains an internal sovereignty, its powers of local self-government, which are "subject to qualification by treaties and by express legislation of Congress." Cohen, *Handbook of Federal Indian Law,* 398 (G.P.O. 1945).[18] See also, *McClanahan v. State Tax Commission of Arizona, supra,* 411 U.S. at 168-171; *Williams v. Lee,*

[18] The United States Supreme Court described Cohen as "an acknowledged expert in Indian law." *Squire v. Capoeman,* 351 U.S. 1, 8-9 (1956).

supra, 358 U.S. at 220-222; *Talton v. Mayes,* 163 U.S. 376 (1896); *Littell v. Nakai,* 344 F.2d 486 (CA9 1965), cert. den. 382 U.S. 986 (1965); *Iron Crow v. Oglala Sioux Tribe of Pine Ridge Reservation, supra. New Town* expanded on the principle of internal sovereignty.

> The right to have the reservation boundaries remain undiminished carries with it many important subsidiary rights, among them the right for unemancipated Indians to be subject only to federal and tribal jurisdiction. The 1910 Act specifically recognized that the opening of the reservation for homesteading was not intended to deprive the Indians of any rights not inconsistent with the Act, and as *Seymour* established, homesteading is not inconsistent with the maintenance of the original reservation boundaries. The 1910 Act clearly by its own terms does not purport to alter the reservation boundaries. 454 F.2d at 125.

The same is true of the 1891 Act in the case at bar. Treaty rights are incorporated into the Act, settlement is not incosistent with the continued existence of the reservation, and the Act does not expressly alter reservation boundaries. The only language in the 1891 Act that can be interpreted as an express qualification of the internal sovereignty of the Sisseton-Wahpeton Sioux is contained in Section 30. The phrase "and be subject to the laws of the State wherein located" has been construed by the Court below to disestablish or diminish the reservation and subject all of the lands opened for settlement to state jurisdiction. Such a construction not only is controverted by *Feather, Mattz, Seymour, New Town,* and *Condon,* it fails to apply applicable rules of statutory construction mandating that "as between the

Whites and the Indians, the laws are to be construed most favorably to the latter," *Red Bird v. United States, supra,* 203 U.S. at 94, and ignores the consistent solicitude of the United States toward the sovereignty of these Indians. Article X of the 1867 Treaty not only failed to impose an express qualification on tribal internal sovereighty, it expressly recognized tribal authority "...to adopt such rules, regulations, or laws for the security of life and property...." as needed. The Commissioners sent to negotiate with the Indians in 1889 were meticulous in their respect for the tribal chiefs and council as the tribal decision makers. They were also careful to draw the Agreement as the Indians prescribed, including restoration of prior treaty rights. Nowhere is state jurisdiction mentioned. See the report and transcript of the council proceedings contained in S. Ex. Doc. No. 66, *supra.* It is not possible that the tribe would vigorously fight for prior treaty rights abrogated, and relinquish a most important existing treaty right, freedom from state jurisdiction. Jurisdiction over domestic relations, especially control over the custody of its children, at issue in the case at bar, touches the essence of the tribal relation. The Tribe did not and would not voluntarily relinquish such jurisdiction.

The 1891 Act, approving the 1889 Agreement, states that Congress passed the legislation with the consent of the Indians. Since 1891, the United States has consistently recognized the internal sovereignty of the Sisseton-Wahpeton Sioux by treating its tribal organization, which operates from Sisseton, a town the decision of the Court below excludes from the reservation, as a unit of local self-government for the appropriation of governmental funds. The South Dakota

Supreme Court has found nothing in the 1891 Act "indicating an intention to dissolve the tribal government" of the Sisseton and Wahpeton Sioux but, contradicting this finding, has limited tribal jurisdiction to the "closed" portion of the reservation, *Application of DeMarrias,* 77 S.D. 294, 91 N.W.2d 480, 484 (1958), a stricture by which the tribe has not been bound. The tribal government is the primary provider of substantial governmental functions to the Indians on the Lake Traverse Reservation. Under a tribal code, it operates the only effective police force and court system; it is the primary provider of rental housing (240 units); it provides fire protection; it is the major employer; it operates the only garbage collection and disposal; and it provides numerous services to the non-Indian reservation population in the areas of housing, sanitation, health, transportation, education and law enforcement. In short, it is the major functioning governmental entity within the reservation boundaries.[19]

Since only a small percentage of the members of the tribe live on the "closed" reservation, the State assertion of its jurisdiction infringes substantially and without Congressional approval on the sovereign right of the tribe to make its own rules and be governed by them. *Williams v. Lee, supra.* The sovereign rights of a tribe are not dependent on the ownership of particular parcels of land. *Seymour v. Superintendent, supra.* In addition, the jurisdiction of the United States does not "depend upon the size of the particular areas which are held for Federal purposes. It must be remembered that the fundamental

[19] See 19 C.F.R. §51.2 (1) defining governments eligible for revenue sharing as including tribes which perform "substantial governmental functions." The Sisseton-Wahpeton Sioux have been found eligible.

consideration is the protection of a dependent people." *United States v. Pelican*, 232 U.S. 442, 449.[20] By the 1891 Act and regardless of its relinquishment language, Congress contemplated no more than it did in other surplus land statutes enacted from 1890-1910 held not to affect continued reservation existence.

Section 30 only makes the land reserved for schools subject to state laws. At most, it is proprietary in scope. *Establishment of Tribal Judicial System, Sisseton-Wahpeton Sioux Tribe*, Field Solicitor's Opinion, Aberdeen Office, Bureau of Indian Affairs, June 9, 1972. (App. at 21.) See, *Seymour v. Superintendent, supra.* This is the plain meaning of the language. *United States ex rel. Feather v. Erickson, supra*, 489 F.2d at 101-102. The 1889 Agreement did not contain the language in Section 30. The committee reports on the House bill that became the 1891 Act do not clarify the language. S. Rep. No. 1510; 51st Cong., 1st Sess. (1890); H.R. Rep. No. 2325; 51st Cong., 1st Sess. (1890). The only explanation of Section 30 in the legislative history appears in a committee report on an earlier House bill, virtually identical to the one that became the 1891 Act. H.R. Rep. No. 1356; 51st Cong., 1st Session (1890). The Report states: "We have further amended the bill providing for the purchases of the sixteenth and thirty-sixth second

[20] *United States v. Nice*, 241 U.S. 591 (1916), implies that allottees under the 1887 General Allotment Act are protected by Federal law even when they are involved in incidents which occur off of an allotment. The protection of Federal law extends to the person of the Indian allottee and is not dependent on the legal status of land. The locus of a particular act is not conclusive when the issue is intimately connected to the right of tribal self-government. *Littell v. Nakai, supra*, 344 F.2d at 490.

sections by the States wherein it is located...."[21] That the "subject to the laws of the State" clause in Section 30 had application to land sections 16 and 36 only,[22]

[21] Section 30 of the 1891 Act does not grant land sections 16 and 36 to South dakota nor does it provide for the purchase of these land sections by the State. It merely *reserves* these land sections for common school purposes and makes them subject to the laws of the State. "Subject to the laws of the State" should not necessarily be construed as equivalent to "subject to the jurisdiction of the State." Section 30 can be plausibly interpreted as continuing tribal jurisdiction over land sections 16 and 36, although the tribe is enjoined to apply the laws of the State. *United States v. Thomas*, 151 U.S. 577, 585 (1894), supports such a construction. The Court, recognizing the obligation of the United States as guardian to protect its Indian wards, held that the Federal court had jurisdiction over crimes committed by Indians on section 16, within the reservation but ceded to the state for school purposes.

[22] The correctness of this interpretation is underscored by the treatment of land sections 16 and 36 in other "surplus" land statutes passed between 1890 and 1910. Several statutes specifically *grant* sections 16 and 36 to the States. See, Act of March 3, 1891, c.543, 26 Stat. 1039 (Crow); Act of May 29, 1908, c.218, 35 Stat. 460 (Cheyenne River); and the Act of April 27, 1904, c.1620, 33 Stat. 319 (Devils Lake). Three statutes, Act of August 15, 1894, c.290, 28 Stat. 314 (Yankton Sioux) and 326 (Nez Perce); and the Act of June 6, 1900, c.813, 31 Stat. 672 (Shoshone and Bannock), used the same language as in Section 30 of the 1891 Act except that no comma was placed *before* the word "and," in the State law clause, clearly making the language apply to land sections 16 and 36 only. *United States ex rel. Feather v. Erickson, supra*, 489 F.2d at 101-102. Relying exclusively for authority on a case overruled by *Feather, DeMarrias v. State of South Dakota*, 206 F. Supp. 549 (D.S.D. 1962), aff'd 319 F.2d 845 (CA8 1963), the court below holds that Section 30 subjects all

[footnote continued]

since these were to be purchased by the State, is supported by November 13, 1918 correspondence between the Assistant Commissioner of Indian Affairs and Congressman Royal C. Johnson of South Dakota.

> An examination of the records of this Office shows that 32840.25 acres comprising sections 16 and 36 within the former[23] Lake Traverse Reservation in South Dakota, were reserved for common school purposes and made subject to the laws of the state wherein located. These lands were granted to the state for school purposes under the provisions of the Act of March 3, 1891 (26 Stat. 1036-1039), and this Department has no jurisdiction over said lands.
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> National Archives Records of the Bureau of Indian Affairs, Central Classified File, 71887-1918-307 Sisseton.

Construing Section 30, the Eighth Circuit in *Feather, supra,* stated that "in light of the general pattern adopted by Congress in making specific grants of these numbered sections in each township to the state," the clause most plausibly subjected only school lands to the laws of the State. 489 F.2d at 101-102.

[footnote continued from preceding page]
lands opened to setttlement to the jurisdiction of the State. 211 N.W.2d at 846. The only intelligible meaning of Section 30's state law clause is that it modifies only the immediately preceding clause.

[23] This reference to the "former" reservation resulted from confusion between 1918 and 1920 on whether the "surplus" land statutes disestablished or diminished the reservation. *Seymour v. Superintendent, supra,* 368 U.S. at fn. 12. No Congressional act contains such a reference. "Former" may have been used as a shorthand indentification. *Mattz v. Arnett, supra,* 412 U.S. at 498.

The imposition of State law on an Indian tribe is a serious qualification of its internal sovereignty,[24] accomplished only by express statutory grant. *Kennerly v. District Court of Montana, supra; Williams v. Lee, supra; United States v. Celestine, supra.* In the absence of such a grant, assumption by the state of jurisdiction without tribal consent amounts to termination of tribal self-government in violation of 25 U.S.C. § 1326. To interpret the language of Section 30 as authorizing state jurisdiction is to lightly impute to Congress an intent to abrogate Indian rights. Nowhere does the express language of the 1891 Act or the legislative history and surrounding circumstances diminish the boundaries of the Lake Traverse Reservation. At best, the language supports maintenance of the 1867 Treaty boundaries. At worst, the language is ambiguous, necessitating construction in favor of the Indians. South Dakota has never acquired jurisdiction over Indians on the Lake Traverse Reservation.

B. Statutory failure to lessen federal trust responsibility for Indians on the Lake Traverse Reservation should be construed as an intent to maintain an undiminished reservation.

Since no lessening of federal trust responsibility, for the Sisseton and Wahpeton Bands or over their reservation lands, occurred under the Act of March 3,

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[24] Congress has been very specific in expressly qualifying internal tribal sovereignty by making Indians subject to particular State laws. Several surplus land statutes have applied the state laws of descent, Act of March 2, 1889; c. 405, 25 Stat. 888 (Great Sioux Reservation); Act of March 3, 1891, c.543, 26 Stat. 1032 (Fort Berthold); Act of August 15, 1894, c.290, 28 Stat. 332 (Yuma), and state laws on capital crimes, Act of March 3, 1891, *supra,* to the tribes.

1891. Congress did not intend that the Act would disestablish or diminish the Lake Traverse Reservation. The acts of those federal officers chiefly charged with discharging the federal responsibility toward the Sisseton and Wahpeton Sioux must be examined to determine if any lessening of this responsibility has occurred.

One of the prime federal responsibilities towards the Sisseton and Wahpeton Sioux is that of providing an agency through which innumerable federal services are rendered. The duty of maintaining an agency for the Sisseton and Wahpeton Sioux was first imposed by Article VII of the Treaty of February 19, 1867. The agency is situated in the townsite of Sisseton, a location which the court below maintains is no longer within the Reservation. From Sisseton the Bureau of Indian Affairs and various other federal agencies including the Departments of Health, Education and Welfare, Commerce, Treasury, Labor, Justice, Housing and Urban Development, Agriculture, and the Office of Economic Opportunity administer a large number of federal programs in the discharge of the federal responsibility to the Sisseton and Wahpeton Sioux. By financing the tribal police, court and other governmental functions, the Federal government has encouraged the Tribe's government to become stronger and more highly organized. *Williams v. Lee, supra,* 358 U.S. at 220. Rather than lessening, there has been a sharp and constant increase in federal responsibility since the 1891 Act. Significantly less than 50 percent of the 1867 Treaty permanent Reservation area is federal trust land. (Trial Exhibit No. 1, Single Appendix at 3.) However, federal programs and services to members of the Sisseton and Wahpeton Sioux Tribe have not been limited to those Indians on trust allotments, but are available to Indians

residing on the lands opened to settlement under the 1891 Act. [25]

The assertion is untenable that this increased federal activity on the reservation, including the opened area, is conducted from a site off the reservation. The actions of the various federal agencies clearly demonstrate that the federal officers and agencies primarily responsible for discharging the federal responsibilities to the Sisseton and Wahpeton Sioux have not let the 1891 Act reduce the scope of their duties. Therefore, to the extent that a lessening of federal responsibility is an indication that Congress intended the 1891 Act to disestablish or diminish the Lake Traverse Reservation, the Act is clearly contrary to such an intent. The federal trust responsibility is broad. It does not extend only to protection of the Indians' lands but to their complete protection and development. *United States v. Nice,* 241 U.S. 591, 599 (1916). The Federal Goverment has assumed a general duty to supervise, control and protect the Indians. The Government must fully protect Indian rights, "discharge faithfully its legal and moral obligations to them, and to execute every trust with which it is charged for their benefit." *United States v. Pearson,* 231 F. 270, 280 (D.S.D. 1916). The United States has carried out this trust by maintaining its jurisdiction over Indians. Just as state taxation of federal trust land is "the power to destroy, and the power to destroy may defeat and render useless the power to create," *Id.*, (See also, *United States, v. Rickert, supra),* state jurisdiction subverts the federal trusteeship and defeats national policies of guardianship

[25] *E.g.*, The entire Indian population within the 1867 reservation boundaries is counted in computing the current revenue-sharing allocation of the Tribe. Letter of Arthur L. Hauser, Manager, Data and Demography Unit, Office of Revenue Sharing, Office of the Secretary of the Treasury, Washington, D.C. to Moses D. Gill, Chairman, Sisseton-Wahpeton Sioux Tribe, April 25, 1973. See Appendix at 47.

and self-determination. The South Dakota Supreme Court cannot divest the Federal Goverment of its exclusive and supreme power over Indian affairs.

C. Subsequent enactments of Congress recognizing the continued existence of the Reservation support the construction that the 1891 Act did not diminish the reservation.

Few statutes have been enacted relating to the Sisseton and Wahpeton Sioux of the Lake Traverse Reservation. Since the 1891 Act, Congress has consistently recognized the continued existence and status of the subject area as a Federal Indian reservation and has acted on the assumption that no state jurisdiction existed within the boundaries of the 1867 Treaty reservation. Both before and ever since the 1891 Act, Congress has appropriated funds to maintain a reservation agency and staff, to administer to the health, welfare and safety of Indians on the reservation. The United States has provided for roads, education and other services. It supports a tribal government to make and enforce laws within the exterior boundaries of the reservation. Legislative treatment by way of repeated annual appropriations of Federal money to support a tribe on a reservation is in unexplainable conflict with a construction that by the 1891 Act, Congress intended to disestablish the reservation.

In Section 5 of the General Allotment Act of February 8, 1887, c.119, 24 Stat. 388, 389 as amended, Act of June 21, 1906, 34 Stat. 325, 326, Congress provided a 25-year trust period on allotments within the geographic boundaries of any Indian reservation. The President was given discretionary authority to extend this period. The period of trust was extended to trust allotments on reservation lands affected by surplus land acts.[26] See

[26] From the holding of the court below, it can be inferred that allotments and the opening for settlement of lands surplus to allotments under the General Allotment Act removed the patented

[footnote continued]

Putnam v. United States, 248 F.2d 292, 295 (CA8 1957). The reservation could not be abolished until the trust expired. *Mattz v. Arnett, supra*, 412 U.S. at 496.

The 1891 Act, pursuant to the General Allotment Act, established a 25-year trust period on allotments throughout the Lake Traverse Reservation. This period was extended on all allotments throughout the Lake Traverse Reservation by Presidential Executive Orders 1916, April 16, 1914 (10-year extension) and 3994, April 19, 1924 (15-year extension) both specifically referring to the "Sisseton and Wahpeton Bands of Sioux Indians of the Lake Traverse Reservation, North and South Dakota." Thereafter, the trust period has been continually extended on all allotments throughout the Lake Traverse Reservation by a general Executive Order (E.O. 7984, October 7, 1938 - 25-year extension) and by delegated authority orders of the Secretary of the Interior (28 F.R.

[footnote continued from preceding page]

lands from Indian Country, thereby placing them under state jurisdiction. In discussing the effect of the General Allotment Act, this Court recently observed that allotment under the Act did not accomplish reservation termination. *Mattz v. Arnett, supra*, 412 U.S. at 496-497. This is even more true when the Act is read together with 18 U.S.C. §1151 and the surplus land statute does not contain clear termination language. *Id.* at 504. *Accord, United States v. Nice, supra*, 241 U.S. at 597, 599-600; *United States v. Pelican, supra*, 232 U.S. at 450-451. *Farrell v. United States*, 110 F. 942, 950-951 (CA 8 1901) (Lake Traverse Reservation); and *Jurisdiction of the State of South Dakota to Prosecute Indians for Violations of the State Game Laws on Allotted Lands Within the Boundaries of the Sisseton Reservation*, 58 I.D. 455 (1943), holding that unalloted Indians, allotted Indians who acquired allotments through devise or inheritance from the original allottees, and allottees who received their allotments after the Act of May 8, 1906, c. 2348, 34 Stat. 182, were not subject to the criminal and civil laws of the states.

11630, October 31, 1963 - 5-year extension; 33 F.R. 15067, October 9, 1968 - 5-year extension; and 38 F.R. 34463 - 34464, December 7, 1973 – 5-year extension until January 1, 1979).[27]

In 1972, Congress appropriated monies for the Sisseton and Wahpeton Bands pursuant to the claims award of the Indian Claims Commission. Act of October 25, 1972; 86 Stat. 1168. The Tribe received approximately one-third in a lump sum, the remainder disbursed per capita.

Implicit in all of these enactments and orders is repeated recognition by Congress and by the Department of the Interior of the sovereignty, within the boundaries of an undiminished federal Indian reservation, and tribal organization of the Sisseton-Wahpeton Sioux.[28] *Mattz v. Arnett, supra,* 412 U.S. at 505, fn. 17. No act subsequent to 1891 ever described the "former" Lake Traverse Reservation as in *Seymour v. Superintendent, supra,* 368 U.S. at fn. 12; and *United States ex rel. Condon v. Erickson, supra,* 478 F.2d at 688.

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[27] All trust extensions are pursuant to the Acts of February 8, 1887, 24 Stat. 388, 389; June 21, 1906, 34 Stat. 325, 326; and March 2, 1917, 39 Stat. 969, 976. The Secretary of the Interior was authorized to extend trust periods by E.O. 10250, June 5, 1951.

[28] Introduced by South Dakota's two Senators and Rep. Frank Denholm (S.D.), pending federal legislation approving Sisseton-Wahpeton Sioux Tribe land acquisition (S.1411, H.R. 8230, 93d Cong., 1st Sess.) and restoring to tribal ownership certain vacant and ceded lands formerly used for school and agency purposes (S. 1412, H.R. 8229, 93d Cong., 1st Sess.) clearly indicates that the present Lake Traverse Reservation boundaries are coextensive with the 1867 boundaries.

D. Construction and treatment of the 1891 Act by the Department of the Interior has consistently supported the continued existence of the 1867 treaty reservation.

The courts give "great weight" to the construction and interpretation of a statute by an agency responsible for its administration. Such construction "is not to be overturned unless clearly wrong...." *United States v. Jackson,* 280 U.S. 183, 193 (1930). See also, *Zemel v. Rusk,* 381 U.S. 1, 85 (1965); *Udall v. Tallman,* 380 U.S.1, 16-17 (1965); *Stevens v. Commissioner,* 452 F.2d 741, 746 (CA9 1971); *Farrell v. United States, supra,* 110 F. at 951. Here the Department of the Interior charged with responsibility for Indian Affairs, has consistently recognized and administered the entire reservation including the area opened by the 1891 Act, as an Indian reservation.

On March 22, 1892, the Commissioner of Indian Affairs issued a Circular on "Sisseton and Wahpeton Lands," 14 I.D. 302, in which he discusses the

> proclamation to be hereafter issued by the President, opening to settlement and entry the unallotted lands embraced *within the limits* of the Sisseton and Wahpeton (Lake Traverse) Indian reservation, in the State of North Dakota and South Dakota....(Emphasis added).

The Commissioner also mentions the "boundary line between the States of North and South Dakota across the Lake Traverse reservation."

President Benjamin Harrison issued a Proclamation on April 11, 1892 prescribing the mechanism by which the surplus and unallotted lands opened by the 1891 Act

would be made available to homesteaders. That the President, as the chief executive of the United States, the ultimate guardian of the Sisseton and Wahpeton Sioux, contemplated an undiminished reservation is clearly indicated by the terms of the Proclamation. 27 Stat. 1017. See Appendix at 16 for the full text.

> ...I, Benjamin Harrison, President of the United States, do hereby declare and make known that all of the lands *embraced in said reservation*, saving and excepting the lands reserved for and allotted to said Indians . . . . [will] be opened to settlement . . . . (Emphasis added).

The lands opened to settlement were particularly described in an attached "schedule of lands *within the Lake Traverse Reservation....*" (Emphasis added). The President then gave notice of his order "that the lands mentioned and included in this Proclamation shall be, and the same are attached to the Fargo and Watertown land districts." There follows a detailed description of the land included in each land district. Each description begins: "All that *portion of the Lake Traverse Reservation.....*" (emphasis added) and contains specific reference to the north, east and west boundary lines of the Reservation, as well as, "the northeast corner of the Lake Traverse Indian Reservation," indicating that the Reservation boundaries remain as established by Article III of the Treaty of 1867. [29]

The President also warned that until the official opening no entry was to be made upon the reservation lands except by the Indians. Surely, if the lands had been excluded from the Reservation, the Indians would have no greater right of entry than others.

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[29] The Reservation is triangular and does not have a southern boundary line.

Two decisions of the Department of the Interior reversing, on appeal, rulings by the Commissioner of the General Land Office denying entry to non-Indians seeking homesteads on the lands opened for settlement by the 1891 Act, expressly state the contemporaneous understanding that the Act did not disestablish or diminish the reservation.

In the matter of *Madella O. Wilson*, decided on August 10, 1893, the First Assistant Secretary of the Interior refers to the land in question as "in the Sisseton and Wahpeton Indian reservation," 17 L.D. 153.

In the matter of *Edward Parant*, decided on January 21, 1895, the Secretary of the Interior decided that Parant is not "disqualified to take a homestead in the Lake Traverse reservation." The land is described as "ceded land, lying within the Sisseton and Wahpeton Indian reservation, known as Lake Traverse reservation....," 20 L.D. 53.

The United States Indian Agent at Sisseton, in his annual report to the Commissioner in 1895 described the Lake Traverse "Reservation forming the northeastern corner of the State... comprising 918,780 acres of land." *Annual Report*, Commissioner of Indian Affairs, United States Indian Affairs Office, 301 (1894/1895). This language cannot be more explicit that the reservation is undiminished, since the 1867 treaty reservation contained 918,780 acres. Again in 1900, the Sisseton Indian Agent described an undiminished reservation:

> The reservation is in the northeastern part of South Dakota, occupying parts of Roberts, Day, Grant, Marshall and Codington counties, and extending into Richland and Sargent counties of North Dakota. It is about 120 miles long and at the State line 42 miles wide, coming to a point near Watertown, S. Dak....

> There are 1970 [allotted] pieces of land situated from one end of the reservation to the other . . . .
>
> *Annual Report*, Commissioner of Indian Affairs, United States Indian Affairs Office, 385 (1900)

These early interpretations of the 1891 Act should be given great weight in ascertaining Congressional intent.[30]

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[30] The Annual Reports of the Commissioner of Indian Affairs contemporaneous with the 1891 Act repeatedly mention the Lake Traverse Reservation in the context of its continued existence. See the *Annual Reports* for the years 1892 at 64, 67, 81; 1893 at 13, 23, 592, 607; 1894 at 19, 495; 1895 at 301, 482-483, 487; 1896 at 301, 492-493; 1897 at 442-443; 1898 at 578; 1899 at 542, 1900 at 384, 614-615; and 1909 at 138. The *Annual Reports* are well supplemented by correspondence between various officials of the Department of the Interior. Thus on November 10, 1891, a United States Special Allotting Agent wrote to the Commissioner of Indian Affairs concerning the "south point of the Lake Traverse Reservation" and mentioning surveys "within the Lake Traverse Reservation." Field notes showing an undiminished reservation were enclosed. National Archives Records of the Bureau of Indian Affairs, Letters Received: Special Case 147, Letter No. 40984. On October 30, 1892, the United States Indian Agent at Sisseton, in a letter to the Commissioner of Indian Affairs described lands "on the Lake Traverse Reservation" and included a map of the reservation labeled "Sisseton Indian Reservation" that clearly shows an undiminished reservation. *Id.* at Letter No. 39820. An Acting Secretary of the Interior, in an October 1, 1902 letter to the Commissioner of Indian Affairs, refers to an allotment "on the Sisseton reservation." *Id.* at Letter No. 58456. Writing to the Commissioner of Indian Affairs on April 22, 1904, the Secretary of the Interior discusses the cancellation of an allotment "on the Sisseton reservation." *Id.* at Letter No. 27212. In a letter of January 25, 1906, to the Commissioner of Indian Affairs, the

[footnote continued]

In a letter of the First Assistant Secretary of the Interior, dated June 27, 1935, reference is made to Drywood Lake as lying "wholly within the boundaries of the Sisseton Indian Reservation." National Archives Records of the Bureau of Indian Affairs, Central Classified Files, 49766-1934-313 Sisseton. The full text is in the Appendix at 48. Drywood Lake is part of the area opened to settlement under the 1891 Act.

A map of the Sisseton-Wahpeton Indian Reservation, South Dakota, 1936, Department of the Interior, Office of Indian Affairs, Emergency Conservation Project No. 17 (Exhibit No. 1, Single Appendix at 3.), confirms that the Department of Interior recognized that the lands within the limits of the 1867 Treaty boundaries formed the Lake Traverse Reservation in 1936. This map continues to be used by the Bureau of Indian Affairs as an accurate representation of the Reservation in 1974.[31]

[footnote continued from preceding page]

United States Indian Agent at Sisseton recommended against the issuance of a fee patent to an allotment "on this reservation." *Id.* at Letter No. 11658. All of the above-referenced letters, a sampling of similar Archives materials, are set out in full in Appendix at 35-40, 43-46, 51-54.

[31] The cartographic record is not entirely clear. Although the textual materials contained in the contemporaneous *Annual Reports* of the Commissioner of Indian Affairs, *Id.*, consistently treat the Lake Traverse Reservation as undiminished, beginning in 1892 the maps of Indian reservations accompanying the *Annual Reports* did not show the Lake Traverse Reservation. The Reservation first reappeared in these maps in 1909 and was described as an "open" reservation. Since 1908, Department of the Interior maps have depicted the Lake Traverse Reservation. The most recent such map supports federal reservation status of the Lake Traverse Reservation. Map of Indian Lands and Related

[footnote continued]

The Commissioner of Indian Affairs also contemplated no reduction in the size of the Lake Traverse Reservation or in federal responsibility to the Sisseton-Wahpeton Sioux. When the Tribe submitted a proposed revised tribal constitution to the Commissioner of Indian Affairs, the Commissioner approved the Constitution, August 26, 1966, containing the following clause:

> ARTICLE I – JURISDICTION
>
> The jurisdiction of the Sisseton-Wahpeton Sioux Tribe shall extend to lands lying in the territory within the original confines of the Lake Traverse Reservation as described in Article III of the Treaty of February 19, 1867.[32]

[footnote continued from preceding page]

Facilities as of 1971, Compiled by the Bureau of Indian Affairs in Cooperation with the Geological Survey, United States Department of the Interior, Bureau of Indian Affairs. In light of the contrary textual material accompanying the 1892-1908 maps and the clear cartographic record since 1908, the omission of the Lake Traverse Reservation from the 1892-1908 maps appears insignificant.

[32] The original Constitution of the Sisseton-Wahpeton Sioux Tribe, approved by the Commissioner of Indian Affairs on October 16, 1946, contained the following language in Article I:

> The jurisdiction of the Sisseton-Wahpeton Sioux Tribe shall extend to all Indian-owned lands lying in the territory within the orignal confines of the Sisseton-Wahpeton Lake Traverse Sioux Reservation.

The South Dakota Supreme Court has construed this language as a tribal recognition of "the limited extent of their jurisdiction." *Application of DeMarrias, supra,* 91 N.W.2d at 489. The limitation on jurisdiction in the 1946 Constitution was self-imposed and did not result from a statutory or judicial restriction.

The lands described in Article III of the 1867 Treaty include those disposed of under the 1891 Act, including the townsite of Sisseton. Thus, the Commissioner of Indian Affairs contemplated no lessening of federal responsibility throughout the area embraced within the 1867 Treaty reservation, emphasizing that the townsite of Sisseton and other surplus land tracts are in Indian Country for jurisdictional purposes. The Code of the Sisseton-Wahpeton Sioux asserts a jurisdiction coextensive with Article I of the Tribe's Constitution. [33]

Special note should be taken of the fact that during the past year vigorous tribal administration has achieved at least *de facto* jurisdiction over all Indians within the 1867 Treaty boundaries of the Lake Traverse Reservation

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[33] The pertinent language from the Code, Chapter 1, §2(a) is:

> The [Sisseton-Wahpeton Sioux Tribal] Court shall have a civil and criminal jurisdiction within the boundaries of the Sisseton-Wahpeton Indian Reservation as defined in the Treaty of February 19, 1867 including trust and non-trust lands, all roads, waters, bridges, and lands used for Federal purposes.

The Constitution and Code were adopted by tribal members residing throughout the 1867 Treaty reservation, without regard to the trust or non-trust status of their place of abode. The Sisseton and Wahpeton Sioux have divided the land and Indian population, within the original 1867 Treaty reservation, into seven districts. All Indians living in these districts may participate in tribal and district government. Leaders elected from these districts to the tribal council make laws for all Sisseton and Wahpeton Sioux. The Constitution was approved by the Commissioner of Indian Affairs, in part because these procedures had been followed. The trust or non-trust status of the land has no significance to this tribal onganization and operation.

through the operation of a police force and a court. Various state agencies, including police and social services, defer to and recognize the jurisdiction of these tribal entities. These agencies had formerly processed Indians through the state judicial machinery. The willingness of the State to abstain from application of its judicial and law enforcement system over Indians and to relinquish jurisdiction to the Tribe demonstrates that state assumption of jurisdiction merely filled a vacuum of unexercised, though existing, tribal jurisdiction.

Legal opinions by Department of Interior solicitors also concur that the present boundaries of the Lake Traverse Reservation are identical to those established in the 1867 Treaty. *Jurisdiction of the State of South Dakota to Prosecute Indians for Violations of the State Game Laws on Allotted Lands Within the Boundaries of the Sisseton Reservation,* Solicitor's Opinion, June 5, 1943, 58 I.D. 455; *Establishment of Tribal Judicial System, Sisseton-Wahpeton Sioux Tribe,* Field Solicitor's Opinion, June 9, 1972; *Boundaries of Lake Traverse Indian Reservation,* Field Solicitor's Opinion, August 16, 1972.

The consistent administrative construction of the 1891 Act and the Federal administration of the entire 1867 Treaty area as a reservation exclude a construction that the 1891 Act disestablished or diminished the reservation.

III.

THE DECISION OF THE SOUTH DAKOTA SUPREME COURT CONFLICTS WITH FEATHER, MATTZ, SEYMOUR, CONDON AND NEW TOWN AND SHOULD BE OVERRULED.

The basic holding of the court below is that the 1891 Act diminished the Lake Traverse Reservation by restoring to the public domain those portions opened to settlement. [34] 211 N.W. 2d at 845. No express or clearly implied statutory language is cited to support this conclusion, although the court suggests that the language is "plain and unambiguous." 211 N.W.2d at 846.[35] The surrounding circumstances and the legislative history of the 1891 Act are not discussed. The theory of the court is that by the 1891 Act, the Sisseton and Wahpeton Sioux sold their "surplus" lands to the United States and the United States "agreed to purchase the land ourtight." 211 N.W.2d at 843. The United States was not acting in the capacity of trustee "to sell the land for the Indians and credit the proceeds to the tribe." *Id.* The court distinguishes *Seymour* and *New Town* where the Acts opening for settlement the Colville and Fort Berthold reservations respectively, specifically provide for the

[34] Public domain land is not Indian Country.

[35] An Eighth Circuit decision cited by the court below to support its holding found that the provisions of the 1891 Act are "somewhat ambiguous" on the disposition of the lands opened for settlement. *DeMarrias v. State of South Dakota, supra,* 319 F.2d at 847. On reconsideration of the issue, *DeMarrias* was overruled. Since 1867, "Congress has not through clear expression or by innuendo shown an intention to disestablish" the Lake Traverse Reservation. *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 102.

United States to act as trustee for the Indians in the disposition and sales of their lands. Act of March 22, 1906, c.1126, §9,34 Stat. 80 (Colville) and Act of June 1, 1910, c.264, §14, 36 Stat. 455 (Fort Berthold).

A. The holding of the South Dakota Supreme Court is based entirely on the overruled DeMarrias decision.

The total reliance of the court below on *DeMarrias v. State of South Dakota,* 206 F. Supp. 549 (D.S.D. 1962), aff'd 319 F.2d 845 (CA8 1963) compels careful scrutiny of that opinion. In finding an "implicitedly (sic) inscribed" Congressional intent to diminsh the reservation, separate jurisdiction and end Indian Country on the reservation, the District Court in *DeMarrias* relied on *United States v. LaPlant,* 200 F. 92 (D.S.D. 1911); *State of South Dakota v. Sauter,* 48 S.D. 409, 205 N.W.2d 25 (1925); *State ex rel. Hollow Horn Bear v. Jameson,* 77 S.D. 527, 95 N.W.2d 181 (1959); *Hollister v. United States,* 145 F. 773 (CA8 1906); and *Bates v. Clark,* 95 U.S. 204 (1877). The District Court accepted the *LaPlant* proposition, and cites the South Dakota Enabling Act of February 22, 1889; c. 180, 25 Stat. 676 in support,[36] that Indian Country ceased to be such

[36] The South Dakota Supreme Court below quotes the District Court *DeMarrias* decision. 211 N.W.2d at 846. The 1889 Act referenced in that quote is the Act of February 22, 1889; c. 180, 25 Stat. 676, South Dakota's Enabling Act. In the Enabling Act, §4, c1.2, South Dakota disclaims jurisdiction over lands owned and held by Indians. The *DeMarrias* court concludes that once Indian title is extinguished, State jurisdiction obtains. The District Court construes the 1891 Act as an extinguishment of Indian title to the

[footnote continued]

whenever Indians lost title to the land. *Sauter* is based entirely on *LaPlant; Bates* and *Hollister* utilize identical reasoning. *Bates* construed an 1834 statute that by 1883 was no longer in effect. *Ex Parte Crow Dog,* 109 U.S. 556 (1883). The *LaPlant* and *Bates* view are "no longer viable" and have been "laid to rest" by 18 U.S.C. §1151. *United States ex rel. Condon v. Erickson, supra,* 478 F.2d at 688-689. After *Mattz, Seymour, Condon, New Town* and *State of South Dakota v. Molash, supra, Sauter* and *Hollister* are devoid of credibility. *Hollow Horn Bear* is also no longer in accord with current interpretations of surplus land statutes. In reaching the conclusion that an area of the original Pine Ridge Reservation was disestablished by the surplus land Act of May 27, 1910; c. 257, 36 Stat. 440, *Hollow Horn Bear* relied on an interpretation of 18 U.S.C.§1151(c) which has been ruled incorrect. *Beardslee v. United States,* 387 F.2d 280 (CA8 1967) (Blackmun, J.). The area held to be disestablished in *Hollow Horn Bear* continues to be part of the Pine Ridge Reservation. *Putnam v. United States,* 248 F.2d 292 (CA8 1957).

The District Court attempts to distinguish *Seymour* from the facts applicable to the Lake Traverse Reservation on the basis that the south half of the Colville Reservation is a closed reservation, rendering

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lands opened for settlement. This interpretation overlooks the tribally retained beneficial title to the entire reservation, despite the fact that individual plots of land within the reservation may pass out of Indian ownership. More importantly, this Court has repeatedly construed identical Enabling Act language as prohibitory of state jurisdiction in the absence of compliance with the Act of August 15, 1953, *supra,* or the Act of April 11, 1968, *supra. McClanahan v. Arizona State Tax Commission, supra,* 411 U.S. at 175, fns. 13 and 14; and *Williams v. Lee, supra,* 358 U.S. at 255, fn. 10.

Seymour inapplicable to interpretation of statutes involving open reservations such as Lake Traverse. 206 F. Supp. at 552-553. The distinction between "opened" and "closed" reservations is without basis[37] and leads the

[37] The South Dakota Supreme Court also subscribes to the "open" - "closed" distinction. *Application of DeMarrias, supra; Kain v. Wilson, supra; Smith v. Temple, supra; State ex rel. Swift v. Erickson*, 82 S.D. 60, 141 N.W.2d 1 (1966); *State v. Barnes*, 81 S.D. 511, 137 N.W.2d 683 (1965); and *Lafferty v. State*, 80 S.D. 411, 125 N.W.2d 171 (1963). The distinction on which the District Court and the South Dakota Supreme Court below relied was based on a misapprehension of the law defining "Indian Country." The dichotomy of "open" and "closed" reservation embraces two fundamental errors. One concerns the definition of "open" and "closed." The other arises from classifying under the Court's definition of "open," not only reservation areas disestablished or diminished through cession and sale to the United States, but reservation areas, though not disestablished or diminished through cession and sale to the United States, where after allotment, lands surplus to allotment are made available for sale to settlers in a manner which the Federal Government, acting as guardian and trustee for the Indians, regarded as beneficial to the development of its wards. *Seymour v. Superintendent, supra*, 368 U.S. at 356, the proceeds credited to the tribe.

The terms "open" and "closed" are not words of art. Authoritative definitions are lacking. The *DeMarrias* court and the South Dakota Supreme Court conceive a "closed" reservation to be one that has never been sold to the United States and has never been affected by a surplus land act. It considers all other reservations as "open." Within the scope of these definitions, the Court holds Indians on "open" reservations subject to State jurisdiction, since they are no longer within the boundaries of "Indian Country."

[footnote continued]

court to incorrectly dismiss the 18 U.S.C. §1151(a) definition of Indian Country as inapplicable to *DeMarrias*, on the assumption that having been passed in 1948, 18 U.S.C. §1151(a) has no bearing on events prior

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Administratively, a "closed" reservation is one where all or substantially all of the reservation area is held in tribal ownership so that no checkerboard title pattern can exist. There are few "closed" reservations, none in South Dakota.

Administratively, an "open" reservation is one that has been allotted, or has been allotted and the lands surplus to allotment have been offered for sale with the United States acting as trustee. Such reservations are "open" because a checkerboard title pattern soon ensues as trust allotments pass into fee ownership by sale, devise and inheritance and as "surplus" lands are patented to the buyers. On "open" reservations so defined, the tribes own a very small portion of the reservation area.

This Court has concluded that "opened" portions of the Hoopa Valley and Colville Reservations are in Indian Country. *Mattz, supra; Seymour, supra*, respectively. But the area is not an Indian reservation because it falls within any dichotomy or definition of "open" and "closed." It is an Indian reservation because there was no Federal action to disestablish the reservation. *United States v. Celestine, supra*. The fact that almost every acre within the area was allotted did not disestablish that area of the reservation or exclude the allotments from the reservation. *Tooisgah v. United States*, 186 F.2d 93, 97 (CA10 1950).

It is not possible to stay within the dichotomy of "open" and "closed," as those terms are used in the *DeMarrias* decision, and validly distinguish *Mattz* and *Seymour*. This Court does not employ the terms "open" or "closed." In fact, in *Seymour*, the Court refused to adopt the State's argument that the limits of the reservation were diminished by the purchase of land by non-Indians saying that such a contention was put to rest by the

to that year. The rationale renders *Mattz* and *Seymour* meaningless. The fact that the reservation has been undiminished since 1867 mandates federal jurisdiction.

Flowing from its incorrect assumption that the 1889 Enabling Act and the 1891 Act disestablished the "opened" portions of the reservation, the District Court concludes that Congress approved checkerboard jurisdiction in the northeast corner of South Dakota. The very purpose of a reservation, as a residence for a homogeneous people, would be defeated by a Congressional set aside, as a single reservation, of non-contiguous tracts. Consideration of the practical consequences of checkerboard jurisdiction refutes the inference that Congress approved of it in 1891. *Seymour* describes such jurisdiction as "impractical" and "administratively unworkable."

> ...it seems to us that the strongest argument against the exclusion of patented lands from an Indian reservation applies with equal force to patents issued to non-Indians and Indians alike. For that argument rests upon the fact that where the existence or nonexistence of an Indian reservation, and therefore the existence or nonexistence of federal jurisdiction, depends upon the ownership of particular parcels of land, law enforcement officers operating in the area will find it necessary to search tract books in order to determine whether criminal jurisdiction over each particular offense, even though committed within the reservation, is in the State or Federal Government. 368 U.S. at 358.

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plain language of 18 U.S.C.§1151(a). 368 U.S. at 357-358. If 18 U.S.C.§1151(a) is limited in application to "closed" reservations, the *Mattz* and *Seymour* decisions are inherently contradictory since the reservations affected fall within the definition of an "open" reservation.

Instances of tract book justice do occur on the Lake Traverse Reservation, where patented and trust lands are interspersed in a "crazy-quilt pattern over the entire area." (Pet. App. B 9a). Tract book justice is no justice at all since tract books are never consulted and neither Federal nor State authorities want to assert an unlawful jurisdiction or interfere with one another. Sometimes, the result is to refrain from law enforcement entirely. This would especially be the case where an act violated both Federal or State law or if a composite of acts which violate the laws of both do not, when separated between the jurisdictions in which they were committed, violate the laws of neither. Only exclusive federal jurisdiction solves this porblem, a fact of which Congress was undoubtly aware in 1891. A grant of jurisdiction to the state would not abolish checkerboard jurisdiction since federal jurisdiction over federal trust lands would remain. Without state jurisdiction, Indians violating the law within the reservation would basically be subject to only tribal jurisdiction.[38] Checkerboard jurisdiction places a burden on the United States in fulfilling its fiduciary responsibilities of guardianship and protection of Indians. *Generally in accord, Beardslee, supra; In re Hankins' Petition*, 80 S.D. 435, 125 N.W. 2d 839 (1964); *United States v. Frank Black Spotted Horse*, 282 F. 349 (D.S.D. 1922). It results in a daily exchange of jurisdiction between the Federal Government and the State, unbeknownst to either.[39]

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[38] The major federal preemption of tribal jurisdiction is 18 U.S.C. §1153.

[39] *Frank Black Spotted Horse, supra*, 282 F. at 353-354, cited with approval in *Seymour*, 368 U.S. at 358 fn. 16, states: "Not a day passes but there are changes by the government passing its

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It also makes a hollow shell of the internal sovereignty of the tribe. Many Sisseton and Wahpeton Sioux do not live on federal trust land. Checkerboard jurisdiction with its unworkable jurisdictional limits defeats the right of tribal self-government. In addition, tribal law and federal law are often different from state law. Checkerboard jurisdiction forces each tribal member, who lives on or transacts business and family affairs on federal trust land, to be constantly aware of the legal status of the land on which he stands at any given moment. This is an impossible burden, which also contemplates a rearrangement in living customs from Indian ways to white ways (lest one risk violation of state law) and back again many times a day and every few paces traveled.

The District Court attempts to distinguish *Seymour* but incorrectly interprets its import. The Court states that *Seymour* requires Congress to make an express

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titles to tracts of land somewhere within the boundaries of these reservations.... the title passes by the action of the officers in Washington with reference to it. The patent issues to some Indians in this particular reservation. We all understand that these patents lie there in the office of the Secretary of Interior for weeks...and yet the title to these tracts has passed, as a matter of law. It is just as well understood that the patents...have been sent out to the agents of the respective reservations, and then placed in the safe...and many of them have not yet been made public....

If the contention of the defendant is to be adopted, then all of these patents that have been issued, no matter when or where they are, extinguish the title of the government... I can see how impractical it would be and such a determination would necessitate the Department of Justice...having some agent down there notifying the district attorney regularly and continuously of the changes made to the end that the jurisdiction might be determined. This, I think, was never the purpose of this legislation.

reservation for the use and occupancy of Indians in order to establish continued federal Indian jurisdiction over surplus lands. In fact, the opposite is true. National policy presumes federal Indian jurisdiction and requires express statutory language to controvert the presumption. *Seymour, supra.* The error of the District Court lies in comparing the broad language of sale and relinquishment of title in the Agreement ratified by the 1891 Act with the vacation and restoration of the north half of Colville to the public domain. The 1891 Act did not so vacate and restore.

Many surplus land statutes, affecting areas clearly in Indian Country today, use this broad divestiture language. The statutes were enacted pursuant to the Federal duty of protection and must be construed in this light. "Protection does not imply the destruction of the protected." *Worcester v. Georgia, supra,* 31 U.S. at 551. *Accord, United States v. Kagama,* 118 U.S. 375, 383-384 (1886). The technical divestiture language wholly unfamiliar to the Indians must be given meaning as the Indians would have naturally understood it. *Jones v. Meehan,* 175 U.S. 1, 10-11 (1899). Considering the effect of legal language of "cession," Chief Justice John Marshall stated: "It is...inconceivable that the Indians could have supposed themselves, by a phrase slipped into an article...to have divested themselves of the [general] right of self-government," and their reservation. *Worcester v. Georgia, supra,* 31 U.S. at 553. This is equally true for the Sisseton-Wahpeton Sioux, as they contemplated no alteration of the reservation by the release of land to settlers. The broadness of this language is of no effect. *Morrison v. Work,* 266 U.S. 481 (1925); *Ash Sheep Co. v. United States,* 252 U.S. 159 (1920); *United States v. Brindle,* 110 U.S. 688 (1884).

DeMarrias and the court below do not follow the *Mattz*, *Seymour* and *Condon* tests for termination of the reservation: express language or clear implication from the surrounding circumstances and legislative history.

DeMarrias, the cases on which it is based, and the court below treat all reservation areas affected by surplus land statutes as if they were public lands with the reservation completely disestablished. Every legal underpinning of the *DeMarrias* decision had been swept away prior to the ruling of the South Dakota Supreme Court in *DeCoteau*. Subsequent to the *DeCoteau* decision, *DeMarrias* was expressly overruled. *United States ex rel. Feather v. Erickson, supra.*

Contrary to *DeCoteau* in the court below, *Feather* thoroughly reviewed the surrounding circumstances and legislative history of the 1891 Act. The Eighth Circuit found that the "reservation here was not sold to the government outright but was merely opened for settlement under the homestead laws and the 1887 general allotment plan." 489 F.2d at 101. Based upon the surrounding circumstances, legislative history, subsequent legislative treatment of the reservation, and the clear reservation termination language of contemporaneous enactments, the Eighth Circuit found that the 1891 Act did not express or clearly imply a Congressional intention to terminate the reservation status of the Lake Traverse lands opened for settlement. All lands within the original exterior treaty boundaries of the Lake Traverse Reservation are within Indian Country. *Id.* at 102-103.

B. Seymour and New Town control the DeCoteau situation.

The South Dakota Supreme Court distinguishes *Seymour* and *New Town* from *DeCoteau* on the basis that the 1906 Colville Act and the 1910 Fort Berthold Act, unlike the 1891 Lake Traverse Act, provide that the relationship of the United States to the tribes involved is that of trustee.

In the *Seymour* case, a member of the Colville Indian Band was convicted in a Washington State court of burglary committed on non-trust, fee land in the town of Omak located in the *south* half of the original Colville Reservation. The Lake Traverse Reservation was defined by treaty. By contrast, the original Colville Reservation consisted of an area of public land set aside by Executive Order in 1872 (1 Kappler 916). *Seymour v. Superintendent, supra,* 368 U.S. at 354, fn. 6. Accordingly, while tribal title to the Lake Traverse Reservation was equivalent to a full fee, *Shoshone Tribe v. United States,* 299 U.S. 476, 497 (1937), the Colville Indians were tenants at sufferance on public land of the United States and had no vested property rights in the Executive Order reservation. *Ute Indians v. United States,* 330 U.S. 169, 179 (1947); *Sioux Tribe of Indians v. United States,* 316 U.S. 317 (1942); *Hynes v. Grimes Packing Co.,* 337 U.S. 86, 103 (1949).

By an 1892 statute, Congress, as it was free to do with property of the United States, expressly "restored to the public domain" the *north* half of the Colville reservation and ordered the proceeds from the disposals put in the Treasury of the United States for general public use. Act of July 1, 1892, c.140, 27 Stat. 62, 1 Kappler 441; *Seymour v. Superintendent, supra,* at 355-356.

In 1906 Congress for the first time recognized the Colvilles as the owners of the *south* half of the Executive Order reservation, and, at the same time, after first providing for allotments and reserved lands, opened the "surplus" lands on the south half to sale under the homestead and townsite laws, the proceeds to be credited to the Tribe with the United States acting as trustee. Act of March 22, 1906, c.1126, 34 Stat. 80, 3 Kappler 163. The Indian's offense in *Seymour* took place on fee land in a small town on the south half thus opened.

The Supreme Court of Washington denied the Indian's petition for a Writ of Habeas Corpus on the ground that the site of the burglary was no longer an Indian reservation and therefore not "Indian Country" under 18 U.S.C. §1151(a). The denial rested on the State court's construction of the 1906 Act, an act similar in purpose to the 1891 Lake Traverse Reservation Act.

This Court unanimously reversed. *Seymour v. Superintendent, supra,* at 353. The Court contrasted the Colville 1892 Act (north half) with the Colville 1906 Act (south half). The Court emphasized that whereas under the 1892 Act the land was "restored to the public domain" with proceeds of disposition credited to general public use, the 1906 Act explicitly provided for sale of the lands with the proceeds deposited in the Treasury to the credit of the tribe. *Id.* at 355-356. Adhering to the principle that once a reservation is established, all tracts within it remain a part of the reservation, the Court could not find that the 1906 Act had "taken away from the Colville Indians any part of the land within the boundaries of the area which has been recognized as their reservation since 1892." *Id.* at 359.

Similarly, the 1891 Act did not take away from the Sisseton and Wahpeton Sioux any of the lands within the boundaries of the 1867 treaty reservation. Nothing in that Act evidences an intent to destroy the existence of portions of the Lake Traverse Reservation or "to lessen federal responsibility for and jurisdiction over the Indians having tribal rights[40] on that reservation." *Id.* at 356.

The parallel between *Seymour* and the case at bar is significant. Here, as in *Seymour,* the statute directed the disposal of all unallotted and unreserved tribal lands with the United States acting as trustee. Here, as in *Seymour,* the 1891 Act credited the proceeds to the Tribe, not to the public Treasury. Here, as in *Seymour,* nothing in the express or clearly implied language of the Act, its legislative history, or surrounding circumstances evidences an intent to disestablish or diminish the reservation. Here, as in *Seymour, Id.* at 359, and *Celestine, supra,* those who assert State jurisdiction over Indians cannot point to any Federal law or action extinguishing the reservation status and restoring to the public domain any land within the boundaries of the area recognized and established as the Lake Traverse Reservation. Here, as in *Seymour,* the Act did no more than make available reservation lands deemed "surplus" to the Indians' needs, with the proceeds to be credited to the tribe. Here as in *Seymour,* repeated references to the continued existence of the Lake Traverse Reservation are made and in precisely the manner deemed significant in

[40] There is no question that the tribal relation of the Sisseton and Wahpeton Sioux survived the 1891 Act. *Farrell v. United States, supra.*

Seymour.[41] *Id.* at fn. 11. No valid distinction can be drawn between the south half of Colville and the Lake Traverse Reservation. In a like manner, the language in the 1910 Fort Berthold Act parallels the language in the 1906 Colville Act. See detailed section analysis of the Act in *City of New Town, N.D. v. United States, supra,* 454 F.2d at 123-125. The distinction drawn by the court below between the 1910 Fort Berthold Act and the 1891 Lake Traverse Act is unsupportable. *Seymour* and *New Town* control.

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[41] The repeated references, cited in *Seymour,* to the continued existence of the reservation are contained in §§2, 3, 6, and 12 of the 1906 Colville Act. 368 U.S. at fn. 11. The similarities between these Sections and §§26, 27, 29 and 30 of the Lake Traverse Reservation 1891 Act are apparent.

Section 2 of the Colville Act provides that allotments be made to each member of the Colville Tribe under the General Allotment Act. Sections 26 and 29 of the 1891 Act make the same provisions for members of the Sisseton-Wahpeton Sioux Tribe.

Section 3 of the Colville Act provides for the disposal of surplus lands in the Colville Reservation under the mining laws and the homestead and townsite laws opening the lands for settlement. Section 12 of the Colville Act provides for the disposal of certain surplus lands under a 1902 reclamation law. Section 30 of the 1891 Act makes similar provision for the disposal of surplus lands within the Lake Traverse Reservation.

Sections 6 and 12 of the Colville Act provide that the amounts paid for the lands disposed shall be deposited in the United States Treasury to the credit of the Colville Tribe to be expended for the "education and improvement" of tribal members. Sections 26 and 27 of the 1891 Act make like provision for deposit of land sale proceeds in the United States Treasury to the credit of the Sisseton-Wahpeton Sioux to be used for their "education and civilization." This Court has construed similar language as demonstrating a Congressional intent not to terminate a reservation. *Mattz v. Arnett, supra,* 412 U.S. at 504.

C. Mattz, New Town and Condon presenting closer factual situations than DeCoteau, found the reservations not to have been diminished.

The holding of the South Dakota Supreme Court below is completely inconsistent with the unanimous decision of this Court in *Mattz v. Arnett, supra. Mattz* held that a portion of the present Hoopa Valley Reservation was not terminated under an 1892 act providing for sale to the public of all unallotted, unreserved and unsettled reservation lands, with payment of the proceeds to the Indians' benefit.

The 1892 Act construed in *Mattz* is similar in purpose and effect to the 1891 Lake Traverse Reservation Act. The question of reservation termination in the 1892 Hoopa Valley Reservation Act is closer, however, than in the 1891 Lake Traverse Reservation Act. The Lake Traverse Reservation was established by a negotiated treaty as a "permanent" reservation. The reservation in *Mattz,* like the reservation in *Seymour,* was created by Executive Order. The claim of a tribe on a treaty reservation that its reservation survived a statute opening surplus lands for settlement is at least as substantial as the similar claim by a tribe located on an Executive Order reservation. Unlike the Lake Traverse Reservation, the opening for settlement of "what was Klamath River Reservation," in *Mattz,* was not the consequence of a negotiated agreement between the Tribe and the United States. In the 1892 Act, Congress exercised its plenary power over Indian affairs to sell surplus lands on a reservation set aside by the United States for the Indians' use and occupancy. Nowhere did the 1892 Act state that the United States acted merely as a trustee for the Indians, an omission from the 1891 Act deemed of

overriding significance by the court below in finding that the surplus lands were sold outright. 211 N.W.2d at 845.[42]

Examination of the surrounding circumstances and legislative history of the 1892 Act reveals a "background of repeated legislative efforts to terminate the reservation, and to avoid alloting reservation lands to the Indians." *Mattz v. Arnett, supra,* 412 U.S. at 502. See also, *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 102. There were also reports that for many years prior to 1892, few Indians continued to reside on the reservation and that white settlers had long occupied much of the reservation. *Mattz v. Arnett, supra,* 412 U.S. at 499-500. In contrast, the legislative history and continuous Indian use and occupation of the Lake Traverse Reservation unambiguously emphasize the fact that no portion of the permanent reservation has ever been terminated. *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 102. The 1892 Act on a much closer factual situation than that presented by the 1891 Lake Traverse Reservation Act was unanimously held by this Court not to terminate the reservation. *Mattz v. Arnett, supra.* The court below avoids discussion of *Mattz.* The conclusion is inescapable that *Mattz* controls *DeCoteau.*

Comparing its decision in *New Town* with the facts applicable to the Lake Traverse Reservation, the Eighth Circuit found that the subsequent "admittedly inconsistent and confusing" legislative treatment of the Fort Berthold Reservation made for a closer factual

[42] The trustee capacity of the United States in the Lake Traverse and Hoopa Valley reservations openings is implicit from the references to the General Allotment Act in both the 1891 and 1892 acts. *Mattz v. Arnett, supra,* 412 U.S. at 497.

situation.[43] The subsequent legislative treatment of the Lake Traverse Reservation gives no support to a conclusion that the 1891 Act diminished the reservation. *United States ex rel. Feather v. Erickson, supra,* 489 F.2d at 102.

Similarly, in *Condon,* the Eighth Circuit found that the references to a diminished reservation and allotments in the public domain in the 1908 Act, opening for settlement the surplus lands in the Cheyenne River Reservation and the "inconsistent" subsequent Congressional treatment of the reservation presented a close question on the issue of reservation termination. *United States ex rel. Condon v. Erickson, supra,* 478 F.2d at 687-689.[44] When the question of termination is close and the act involved has not expressly or clearly implied a diminishment of the reservation, the state does not have jurisdiction. *Id.* at 689. See, *Mattz v. Arnett, supra,* 412 U.S. at fn.22. Although the 1908 Act in *Condon* is analogous in all material respects to the 1891 Lake Traverse Reservation Act, the court below does not mention *Condon.* This Court should adhere to the *Feather* analysis that the 1891 Act did not disestablish or diminish the Lake Traverse Reservation and that the question is not close. 489 F.2d at 102.

[43] The Eighth Circuit reached this conclusion in the face of 1910 statutory language that "clearly by its own terms does not purport to alter the reservation boundaries." *City of New Town, N.D. v. United States, supra,* 454 F.2d at 125.

[44] In construing, with reference to the opening of the Standing Rock Sioux Reservation, a 1913 statute analogous to the one construed in *Condon,* the South Dakota Supreme Court held that the reservation status was unaffected by the statute. *State of South Dakota v. Molash, supra.*

There is only one basis for distinguishing *Mattz, Seymour, Condon* and *New Town*. This is to demonstrate the presence of Federal action that disestablished or diminished the Lake Traverse Reservation. That cannot be done. There is no such Federal action.

IV.

THE SISSETON-WAHPETON SIOUX TRIBE HAS EXCLUSIVE JURISDICTION TO MAKE CUSTODY DETERMINATIONS AFFECTING ITS MINOR CHILDREN.

The customs and laws of the Tribe control the relations of the Sisseton and Wahpeton Sioux among themselves until Congress expressly directs otherwise. "At an early period it became the settled policy of Congress to permit the personal and domestic relations of the Indian with each other to be regulated ...according to their tribal customs and laws." *United States v. Quiver*, 241 U.S. 602, 603-604 (1916). See also *McClanahan v. Arizona State Tax Commission, supra*, 411 U.S. at 168-169; *Begay v. Miller*, 70 Ariz. 380, 222 P.2d 624, 626-628 (1950). So long as the Sisseton and Wahpeton Sioux have continuing tribal relations, the tribe has a right of self-government that connot be impaired by the exercise of state jurisdiction. *McClanahan v. Arizona State Tax Commission, supra*, 411 U.S. at 169; *United States v. Kagama, supra*, 118 U.S. at 381; *The Kansas Indians, supra*, 72 U.S. at 755, *Yakima Joe v. To-is-lap*, 191 F. 516, 518 (D. Ore. 1910); *In re Lelah-puc-ka-chee*, 98 F. 429 (N.D. Ia. 1899).

There is no greater threat to "essential tribal relations" and no greater infringement on the right of the Indians to govern themselves, *Williams v. Lee, supra*, 358 U.S. at 219-220, 223, than to interfere with tribal control over its membership and the custody of its children.

Subjecting the sanctity of the Indian family to the application of State laws strikes at the root of tribal life and cultural integrity and "cause[s] constant confusion in the affairs of the Indians." *In re Lelah-puc-ka-chee, supra*, 98 F. at 432.

By paralyzing the ability of the tribe to perpetuate itself, State intrusion in parent-child relationships within the Tribe is ultimately the most severe method of undermining retained tribal sovereignty. [45]

> If tribal sovereignty is to have any meaning at all at this juncture of history, it must necessarily include the right, within its own boundaries and membership, to provide for the care and upbringing of its young, a *sine qua non* to the preservation of its identity.
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> *Wisconsin Potowatomies of the Hannahville Indian Community v. Houston*, File M-56-72 CA (W.D. Mich. 1973). See also, *Blackwolf v. District Court of the Sixteenth Judicial District*, 159 Mont. 523, 493 P.2d 1293 (1972); *State ex rel. Adams v. Superior Court, supra*, and *In re Colwash*, 57 Wash. 2d 196, 356 P.2d 994 (1960) (State court jurisdiction over Indian children denied.)

Nationally, "the Indian child-welfare crisis is of massive proportions." Oversight Hearings on the Welfare of Indian Children, Before the Subcommittee on Indian Affairs, United States Senate, Statement of William Byler, 93d Cong., 2d Sess. (April 8, 1974). "In South Dakota, 40 per cent of all adoptions made by the State's Department of Public Welfare since 1967-68 are Indian children, yet Indians make up only 7 per cent of the

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[45] *Wisconsin v. Yoder*, 406 U.S. 205 (1972) is instructive of this Court's commitment to unique peoples in the face of State laws threatening their culture and way of life.

juvenile population. The number of South Dakota Indian children living in foster homes is, per capita, nearly 16 times (1600%) greater than the non-Indian rate." *Id.* Proportionally. Sisseton-Wahpeton Sioux children comprise an inordinate number of all South Dakota Indian foster care and adoptive placements. State unilateral usurpation of tribal exclusive jurisdiction without sanction of Congress is the cause.[46]

The Sisseton and Wahpeton Sioux have been explicitly granted the right of self-government by Congress. Article 10. Treaty of February 19, 1867. No subsequent Federal action has affected this right with respect to control over domestic relations. Throughout their tribal community the jurisdiction of the Sisseton-Wahpeton Sioux is exclusive and does not depend on the trust on non-trust status of the lands on which particular acts occur. *Seymour v. Superintendent, supra,* 368 U.S. at 358.

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[46] Since the establishment of a tribal court under a tribal code which makes detailed provision for the protection of children, the State welfare authorities have ceased placing Sisseton-Wahpeton Sioux children. The *Feather* decision reinforced this development. Should the State reassert its jurisdiction the former high rate of placement of Sisseton and Wahpeton Sioux children will likely continue unabated. Thus, the Supervisor, James Antrim, of the Roberts County Welfare Office which in the past has been largely responsible for placements of Sisseton-Wahpeton Sioux children, including those of petitioner, states: "I'm not interested in the [Sisseton-Wahpeton Sioux] tribe.... I understand the extended family relationship, I just don't accept it." "The Indian Adoption Problem," Wall Street Journal, 6, July 12, 1974.

CONCLUSION

South Dakota has never obtained jurisdiction over Indians on the Lake Traverse Reservation. A different conclusion would irreparably interfere with essential tribal relations, effectively dissolve the tribal organization and tend toward the elimination of the Sisseton and Wahpeton Sioux as a tribe.

The judgment of the Supreme Court of South Dakota should be reversed and that Court instructed to grant Petitioner's application for a writ of habeas corpus.

Respectfully submitted,

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APPENDIX

TREATY OF FEBRUARY 19, 1867, 15 STAT. 505

Whereas it is understood that a portion of the Sissiton and Warpeton bands of Santee Sioux Indians, numbering from twelve hundred to fifteen hundred persons, not only preserved their obligations to the Government of the United States, during and since the outbreak of the Medewakantons and other bands of Sioux in 1862, but freely perilled their lives during that outbreak to rescue the residents on the Sioux reservation, and to obtain possession of white women and children made captives by the hostile bands: and that another portion of said Sissiton and Warpeton bands, numbering from one thousand to twelve hundred persons, who did not participate in the massacre of the whites in 1862, fearing the indiscriminate vengeance of the whites, fled to the great prairies of the Northwest, where they still remain: and

Whereas Congress, in confiscating the Sioux annuities and reservations, made no provision for the support of these, the friendly portion of the Sissiton and Warpeton bands, and it is believed that they have been suffered to remain homeless wanderers, frequently subject to intense sufferings from want of subsistence and clothing to protect them from the rigors of a high northern latitude, although at all times prompt in rendering service when called upon to repel hostile raids and to punish depredations committed by hostile Indians upon the persons and property of the whites; and

Whereas the several subdivisions of the friendly Sissitons and Warpeton bands ask, through their

representatives, that their adherence to their former obligations of friendship to the Government and people of the United States be recognized, and that provision be made to enable them to return to an agricultural life and be relieved from a dependence upon the chase for a precarious subsistence: Therefore,

A treaty has been made and entered into, at Washington City, District of Columbia, this nineteenth day of February, A.D. 1867, by and between Lewis V. Bogy, Commissioner of Indian Affairs, and William H. Watson, commissioners, on the part of the United States, and the undersigned chiefs and head-men of the Sissiton and Warpeton bands of Dakota or Sioux Indians, as follows, to wit:

Article 1. The Sissiton and Warpeton bands of Dakota Sioux Indians, represented in council, will continue their friendly relations with the Government and people of the United States, and bind themselves individually and collectively to use their influence to the extent of their ability to prevent other bands of Dakota or other adjacent tribes from making hostile demonstrations against the Government or people of the United States.

Article 2. The said bands hereby cede to the United States the right to construct wagon-roads, railroads, mail stations, telegraph lines, and such other public improvements as the interest of the Government may require, over and across the lands claimed by said bands, (including their reservation as hereinafter designated) over any route or routes that may be selected by the authority of the Government, said lands so claimed being bounded on the south and east by the treaty-line of 1851, and the Red River of the North to the mouth of Goose River; on the north by the Goose River and a line running from the source thereof by the most westerly

point of Devil's Lake to the Chief's Bluff at the head of James River, and on the west by the James River to the mouth of Mocasin River, and thence to Kampeska Lake.

Article 3. For and in consideration of the cession above mentioned, and in consideration of the faithful and important services said to have been rendered by the friendly bands of Sissitons and Warpetons Sioux here represented, and also in consideration of the confiscation of all their annuities, reservations, and improvements, it is agreed that there shall be set apart for the members of said bands who have heretofore surrendered to the authorities of the Government, and were not sent to the Crow Creek reservation, and for the members of said bands who were released from prison in 1866, the following-described lands as a permanent reservation, viz:

Beginning at the head of Lake Travers[e], and thence along the treaty-line of the treaty of 1851 to Kampeska Lake; thence in a direct line to Reipan or the northeast point of the Coteau des Prairie[s], and thence passing north of Skunk Lake, on the most direct line to the foot of Lake Traverse, and thence along the treaty-line of 1851 to the place of beginning.

Article 4. It is further agreed that a reservation be set apart for all other members of said bands who were not sent to the Crow Creek reservation, and also for the Cut-Head bands of Yanktonais Sioux, a reservation bounded as follows, viz:

Beginning at the most easterly point of Devil's Lake; thence along the waters of said lake to the most westerly point of the same; thence on a direct line to the nearest point on the Cheyenne River; thence down said river to a point opposite the lower end of Aspen Island, and thence on a direct line to the place of beginning.

Article 5. The said reservations shall be apportioned in tracts of (160) one hundred and sixty acres to each head of a family or single person over the age of (21) twenty-one years, belonging to said bands and entitled to locate thereon, who may desire to locate permanently and cultivate the soil as a means of subsistence: each (160) one hundred and sixty acres so allotted to be made to conform to the legal subdivisions of the Government surveys when such surveys shall have been made; and every person to whom lands may be allotted under the provisions of this article, who shall occupy and cultivate a portion thereof for five consecutive years shall thereafter be entitled to receive a patent for the same so soon as he shall have fifty acres of said tract fenced, ploughed, and in crop: *Provided*, That said patent shall not authorize any transfer of said lands, or portions thereof, except to the United States, but said lands and the improvements thereon shall descend to the proper heirs of the persons obtaining a patent.

Article 6. And, further, in consideration of the destitution of said bands of Sissiton and Warpeton Sioux, parties hereto, resulting from the confiscation of their annuities and improvements, it is agreed that Congress will, in its own discretion, from time to time make such appropriations as may be deemed requisite to enable said Indians to return to an agricultural life under the system in operation on the Sioux reservation in 1862; including, if thought advisable, the establishment and support of local and manual-labor schools; the employment of agricultural, mechanical, and other teachers; the opening and improvement of individual farms; and generally such objects as Congress in its wisdom shall deem necessary to promote the agricultural improvement and civilization of said bands.

Article 7. An agent shall be appointed for said bands, who shall be located at Lake Traverse; and whenever there shall be five hundred (500) persons of said bands permanently located upon the Devil's Lake reservation there shall be an agent or other competent person appointed to superintend at that place the agricultural, educational, and mechanical interests of said bands.

Article 8. All expenditures under the provisions of this treaty shall be made for the agricultural improvement and civilization of the members of said bands authorized to locate upon the respective reservations, as hereinbefore specified, in such manner as may be directed by law; but no goods, provisions, groceries, or other articles – except materials for the erection of houses and articles to facilitate the operations of agriculture–shall be issued to Indians or mixed-bloods on either reservation unless it be in payment for labor performed or for produce delivered: *Provided*, That when persons located on either reservation by reason of age, sickness, or deformity, are unable to labor, the agent may issue clothing and subsistence to such persons from such supplies as may be provided for said bands.

Article 9. The withdrawal of the Indians from all dependence upon the chase as a means of subsistence being necessary to the adoption of civilized habits among them, it is desirable that no encouragement be afforded them to continue their hunting operations as means of support, and, therefore, it is agreed that no person will be authorized to trade for furs or peltries within the limits of the land claimed by said bands, as specified in the second article of this treaty, it being contemplated that the Indians will rely solely upon agricultural and mechanical labor for subsistence, and that the agent will

supply the Indians and mixed-bloods on the respective reservations with clothing, provisions, &c., as set forth in article eight, so soon as the same shall be provided for that purpose. And it is further agreed that no person not a member of said bands, parties hereto whether white, mixed-blood, or Indian, except persons in the employ of the Government or located under its authority, shall be permitted to locate upon said lands, either for hunting, trapping, or agricultural purposes.

Article 10. The chiefs and head-men located upon either of the reservations set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department: *Provided*, That all rules, regulations, or laws adopted or amended by the chiefs and head-men on either reservation shall receive the sanction of the agent.

In testimony whereof, we, the commissioners representing the United States, and the delegates representing the Sissiton and Warpeton bands of Sioux Indians, have hereunto set our hands and seals, at the place and on the day and year above written.

Lewis V. Bogy,
Commissioner of Indian Affairs.
W.H. Watson.

Act of March 3, 1891, 26 Stat. 1035.

SEC. 26. That the following agreement entered into on behalf of the United States by Eliphalet Whittlesey, D. W. Diggs, and Charles A. Maxwell, commissioners on the part of the United States, on the twelfth day of December, eighteen hundred and eighty-nine, with the Sisseton and Wahpeton bands of Dakota or Sioux Indians now on file in the Department of the Interior, signed by said commissioners for the United States, and for said Indians by Simon Ananangmari and others, is hereby accepted, ratified, and confirmed, and is in the following words, to wit:

"Whereas, by section five of the act of Congress entitled 'An act to provide for the allotment of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United States and Territories over the Indians, and for other purposes,' approved February eighth, eighteen hundred and eighty-seven, it is provided 'That at any time after lands have been allotted to all the Indian of any tribe, as herein provided, or sooner,' if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by the said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservations not allotted as such tribe shall from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by

Congress; and the form and manner of executing such release shall also be prescribed by Congress.

Whereas the Sisseton and Wahpeton bands of Dakota or Sioux Indians are desirous of disposing of a portion of the land set apart and reserved to them by the third article of the treaty of February nineteenth, eighteen hundred and sixty-seven, between them and the United States, and situated partly in the State of North Dakota and partly in the State of South Dakota:

Now, therefore, this agreement made and entered into in pursuance of the provisions of the Act of Congress approved February eighth, eighteen hundred and eighty-seven, aforesaid, at the Sisseton Agency South Dakota, on this the twelfth day of December, eighteen hundred and eighty-nine, by and between Eliphalet Whittlesey, D. W. Diggs, and Charles A. Maxwell, on the part of the United States, duly authorized and empowered thereto, and the chiefs, head-men, and male adult members of the Sisseton and Wahpeton bands of Dakota or Sioux Indians, witnesseth:

Article I.

The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made.

Article II.

In consideration for the lands ceded, sold, relinquished, and conveyed as aforesaid, the United States stipulates and agrees to pay to the Sisseton and Wahpeton bands of Dakota or Sioux Indians, parties hereto, the sum of two dollars and fifty cents per acre for each and every acre thereof, and it is agreed by the parties hereto that the sum so to be paid shall be held in the Treasury of the United States for the sole use and benefit of the said bands of Indians; and the same, with interest thereon at three per centum per annum, shall be at all times subject to appropriation by Congress for the education and civilization of the said bands of Indians, or members thereof, as provided in section five of an act of Congress, approved February eighth, eighteen hundred and eighty-seven, and entitled "An act to provide for the allotment of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United States and Territories over the Indians, and for other purposes:" *Provided*, That any religious society or other organization now occupying, under proper authority, for religious or educational work among the Indians, any of the land in this agreement ceded, sold, relinquished, and conveyed shall have the right, for two years from the date of the ratification of this instrument, within which to purchase the lands so occupied at a price to be fixed by the Congress of the United States: *Provided further*, That the cession sale, relinquishment, and conveyance of the lands described in article one of this agreement shall not take effect and be in force until the sum of three hundred and forty-two thousand seven hundred and seventy-eight dollars and thirty-seven cents, together with the sum of eighteen thousand and four hundred dollars, shall have been paid

to said bands of Indians, as set forth and stipulated in article third of this agreement.

Article III.

The United States stipulates and agrees to pay to the Sisseton and Wahpeton bands of Dakota or Sioux Indians, parties hereto, per capita, the sum of three hundred and forty-two thousand seven hundred and seventy-eight dollars and thirty-seven cents, being the amount found to be due certain members of said bands of Indians who served in the armies of the United States against their own people, when at war with the United States, and their families and descendants, under the provisions of the fourth article of the treaty of July twenty-third, eighteen hundred and fifty-one, and of which they have been wrongfully and unjustly deprived by the operation of the provisions of an act of Congress approved February sixteenth, eighteen hundred and sixty-three, and entitled "An act for the relief of persons for damages sustained by reason of depredation, and injuries by certain bands of Sioux Indians"; said sum being at the rate of eighteen thousand four hundred dollars per annum from July first, eighteen hundred and sixty-two, to July first, eighteen hundred and eighty-eight less their pro rata share of the sum of six hundred and sixteen thousand and eighty-six dollars and fifty-two cents, heretofore appropriated for the benefit of said Sisseton and Wahpeton bands of Dakota or Sioux Indians, as set forth in report numbered nineteen hundred and fifty-three, of the House of Representatives, Fiftieth Congress, first session.

The United States further agrees to pay to said bands of Indians, per capita, the sum of eighteen thousand and four hundred dollars annually from the first day of July,

eighteen hundred and eighty-eight, to the first day of July, nineteen hundred and one, the latter date being the period at which the annuities to said bands of Indians were to cease, under the terms of the fourth article of the treaty of July twenty-third, eighteen hundred and fifty-one, aforesaid; and it is hereby further stipulated and agreed that the aforesaid sum of three hundred and forty-two thousand seven hundred and seventy-eight dollars and thirty-seven cents, together with the sum of eighteen thousand and four hundred dollars, due the first day of July, eighteen hundred and eighty-nine, shall become immediately available upon the ratification of this agreement.

Article IV.

It is further stipulated and agreed that there shall be allotted to each individual member of the bands of Indians, parties hereto, a sufficient quantity, which, with the lands heretofore allotted, shall make in each case one hundred and sixty acres, and in case no allotment has been made to any individual member of said bands, then an allotment of one hundred and sixty acres shall be made to such individual, the object of this article being to equalize the allotments among the members of said bands, so that each individual, including married women, shall have one hundred and sixty acres of land; and patents shall issue for the lands allotted in pursuance of the provisions of this article, upon the same terms and conditions and limitations as is provided in section five of the act of Congress, approved February eighth, eighteen hundred and eighty-seven, hereinbefore referred to.

ARTICLE V.

The agreement concluded with the said Sisseton and Wahpeton bands of Dakota or Sioux Indians, on the eighth day of December, eighteen hundred and eighty-four, granting a right of way through their reservation for the Chicago, Milwaukee and Saint Paul Railway, is hereby accepted, ratified and confirmed.

ARTICLE VI.

This agreement shall not take effect and be in force until ratified by the Congress of the United States.

In witness whereof we have hereunto set our hands and seals the day and year above written.

ELIPHALET WHITTLESEY,
D. W. DIGGS,
CHAS. A. MAXWELL,
On the part of the United States.

The foregoing articles of agreement having been fully explained to us, in open council, we, the undersigned, being male adult members of the Sisseton and Wahpeton bands of Dakota or Sioux Indians, do hereby consent and agree to all the stipulations, conditions, and provisions therein contained.

Simon Ananangmari (his x mark), and others

SEC. 27. That for the purpose of carrying out the terms and provisions of said agreement there be, and hereby is, appropriated, out of any money in the Treasury not otherwise appropriated the sum of two million two hundred and three thousand dollars, of which amount the sum of five hundred and three thousand two hundred dollars shall be immediately available, and the same, or so much thereof as may be necessary, shall be paid as follows, to wit: To

the Sisseton and Wahpeton Indians, parties to this agreement, the sum of three hundred and seventy-six thousand five hundred and seventy-eight dollars and thirty-seven cents, said amount to be distributed per capita. To the scouts and soldiers of the Sisseton, Wahpeton, Medawakanton, and Wapakoota bands of Sioux Indians, who were enrolled and entered into the military service of the United States and served in suppressing what is known as the "Sioux outbreak of eighteen hundred and sixty-two:" or those who were enrolled and served in the armies of the United States in the war of the rebellion, and to the members of their families and descendants, now living, of such scouts and soldiers as are dead, who are not included in the foregoing class, as parties to said agreement, the sum of one hundred and twenty-six thousand six hundred and twenty dollars, said amount to be distributed per capita; and the said sum of five hundred and three thousand and two hundred dollars or so much thereof as may be necessary, when paid to the said Sisseton, Wahpeton, Medowakanton, and Wahpakoota bands of Sioux Indians, their families and descendants, designated in this act, shall be deemed a full settlement of all claims they may have for unpaid annuities, under any and all treaties or acts of Congress up to the thirtieth day of June, eighteen hundred and ninety; *Provided however,* That all contracts or agreements between said Indians or any of them, and agents, attorneys, or other persons for the payment of any part of this appropriation for or on account of fees or compensation to said agents, attorneys or other persons, unless the same have been made, as provided by law, and are yet in force and have been approved by the Department of the Interior, or have been made by and between citizens of the United States are hereby declared null and void, and in such cases the Secretary of the Interior shall cause all moneys herein appropriated to be paid directly to the said

Indians and shall pay no portion of the same, to their said agents or attorneys. And in no event shall a sum exceeding ten per cent be paid to any agent or attorney, and the balance, after deducting the said five hundred and three thousand two hundred dollars, to wit, the sum of one million six hundred and ninety-nine thousand eight hundred dollars, or so much thereof as may be necessary, to pay for lands by said agreement ceded, sold, relinquished, and conveyed at the rate of two dollars and fifty cents per acre, shall be placed in the Treasury of the United States, to the credit of said Sisseton and Wahpeton bands of Dakota or Sioux Indians (parties to said agreement), and the same, with interest thereof at five per centum per annum, shall be at all times subject to appropriation by Congress or to application by order of the President for the education and civilization of said bands of Indians or members thereof.

SEC. 28. That any religious society or other organization now occupying under proper authority any of the lands by said agreement ceded, sold, relinquished, and conveyed shall have the right for a period of two years from the date hereof, within which to purchase the lands so occupied not exceeding one hundred and sixty acres in any one tract at the price paid therefor by the United States under said agreement.

SEC. 29. That in order to further carry out the provisions of said agreement and of this act, the Secretary of the Interior is authorized and directed, as soon as practicable, to cause the additional allotment provided for in said agreement to be made in the manner and form as provided in an act entitled "An act to provide for the allotments of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United

States and Territories over the Indians, and for other purposes," and as provided in any existing amendments of said act, approved February eighth, eighteen hundred and eighty-seven, and to pay the sums hereinbefore made immediately available, first to the parties to said agreement, or their proper representatives, and to appoint suitable officers for such purposes who shall furnish bonds usual in such cases, and whose compensation and expenses shall be paid out of said available funds as the Secretary of the Interior shall direct, and whose lawful acts, when approved by him, shall be final and conculsive.

SEC. 30. That the lands by said agreement ceded, sold, relinquished, and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon the completion of the allotments as provided for in said agreement, be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located; *Provided*, That patents shall not issue until the settler or entryman shall have paid to the United States the sum of two dollars and fifty cents per acre for the land taken up by such homesteader, and the title to the lands so entered shall remain in the United States until said money is duly paid by such entryman or his legal representatives, or his widow, who shall have the right to pay the money and complete the entry of her deceased husband in her own name, and shall receive a patent for the same.

18 U.S.C.§1511(62 Stat. 757, as amended by 63 Stat. 94)

Except as otherwise provided in sections 1154 and 1156 of this title, the term "Indian county", as used in this chapter, means (a) all lands within the limits of any Indian reservation under the jurisdiction of the United States government, notwithstanding the issuance of any patent, and, including rights-of-way running through the reservation, (b) all dependent Indian communities within the borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a state, and (c) all Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same.

April 11, 1892; 27 Stat. 1017

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA
A PROCLAMATION.

Whereas, by the third article of the treaty between the United States of America and the Sisseton and Wahpeton bands of Dakota or Sioux Indians, concluded February 19, 1867, proclaimed May 2, 1867 (15 U.S. Statutes, p. 505, the United States set apart and reserved for certain of said Indians certain lands, particularly described, being situated partly in North Dakota and partly in South Dakota, and known as the Lake Traverse Reservation; and

Whereas, by agreement made with said Indians residing on said reservation, dated December 12, 1889, they conveyed, as set forth in article one thereof, to the United States, all their title and interest in and to all the

unallotted lands within the limits of the reservation set apart as aforesaid remaining after the allotments shall have been made, which are provided for in article four of the agreement, as follows: "that there shall be allotted to each individual member of the bands of Indians, parties hereto, a sufficient quantity, which, with the lands heretofore allotted, shall make in each case one hundred and sixty acres, and in case no allotment has been made to any individual member of said bands, then an allotment of one hundred and sixty acres shall be made to such individual"; and

Whereas, it is provided in article two of said agreement, "That the cession, sale, relinquishment, and conveyance of the lands described in article one of this agreement shall not take effect and be in force until the sum of $342,778.37, together with the sum of $18,400, shall have been paid to said bands of Indians, as set forth and stipulated in article third of this agreement"; and

Whereas, it is provided in the act of Congress approved March 3, 1891 (26 U.S. Statutes, pp. 1036-1038, Sec. 30), accepting and ratifying the agreement with said Indians:

"That the lands by said agreement ceded, sold, relinquished, and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon the completion of the allotments as provided for in said agreement, be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located:

Provided, That patents shall not issue until the settler or entryman shall have paid to the United States the sum of two dollars and fifty cents per acre for the land taken up by such homesteader, and the title to the lands so entered shall remain in the United States until said money is duly paid by such entryman or his legal representatives, or his widow, who shall have the right to pay the money and complete the entry of her deceased husband in her own name, and shall receive a patent for the same," and

Whereas, Payment as required by said act, has been made by the United States; and

Whereas, Allotments as provided for in said agreement, as now appears by the records of the Department of the Interior will have been made, approved, and completed, and all other terms and considerations required will have been complied with on the day and hour hereinafter fixed for opening said lands to settlement.

Now, therefore, I, Benjamin Harrison, President of the United States, do hereby declare and make known that all of the lands embraced in said reservation, saving and excepting the lands reserved for and allotted to said Indians, and the lands reserved for other purposes in pursuance of the provisions of said agreement and the said act of Congress ratifying the same and other, the laws relating thereto will, at and after the hour of twelve o'clock noon (central standard time) on the fifteenth day of April, A.D. eighteen hundred and ninety-two, and not before, be opened to settlement under the terms of and subject to all the terms and conditions, limitations, reservations, and restrictions contained in said agreements, the statutes above specified, and the laws of the United States applicable thereto.

The lands to be opened for settlement are for greater convenience particularly described in the accompanying schedule, entitled "Schedule of lands within the Lake Traverse Reservation opened to settlement by proclamation of the President dated April 11, 1892," and which schedule is made a part hereof.

Warning, moreover, is hereby given that until said lands are opened to settlement as herein provided, all persons, save said Indians, are forbidden to enter upon and occupy the same or any part thereof.

And further notice is hereby given that it has been duly ordered that the lands mentioned and included in this Proclamation shall be, and the same are attached to the Fargo and Watertown land districts, in said States, as follows:

1. All that portion of the Lake Traverse Reservation, commencing at the northwest corner of said reservation; thence south 12 degrees 2 minutes west, following the west boundary of the reservation to the new seventh standard parallel, or boundary line between the States of North and South Dakota; thence east, following the new seventh standard parallel to its intersection with the north boundary of said Indian reservation; thence northwesterly with said boundary to the place of beginning, is attached to the Fargo land district, the office of which is now located at Fargo, North Dakota.

2. All that portion of the Lake Traverse Reservation, commencing at a point where the new seventh standard parallel intersects the west boundary of said reservation; thence southerly along the west boundary of said reservation to its extreme southern limit; thence northerly along the east boundary of said reservation to Lake Traverse; thence north with said lake to the

northeast corner of the Lake Traverse Indian Reservation; thence westerly with the north boundary of said reservation to its intersection with the new seventh standard parallel, or boundary line between the States of North and South Dakota; thence with the new seventh standard parallel to the place of beginning, is attached to the Watertown land district, the office of which is now located at Watertown, South Dakota.

In witness whereof, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this eleventh day of April, in the year of our Lord one thousand eight hundred and ninety-two, and of the independence of the United States the one hundred and sixteenth.

BENJ HARRISON

By the President:
JAMES G. BLAINE
Secretary of State.

FIELD SOLICITOR'S OPINION RE ESTABLISHMENT OF SISSETON-WAHPETON SIOUX TRIBAL JUDICIAL SYSTEM

[SEAL]

Your reference:
Judicial, Prevention and Enforc. Service

UNITED STATES DEPARTMENT OF THE INTERIOR
OFFICE OF THE SOLICITOR
U.S. Post Office and Courthouse
P.O. BOX 549
ABERDEEN, SOUTH DAKOTA 57101

Memorandum JUN 9 1972

To: Mr. Wyman D. Babby,
Area Director
Aberdeen Area Office
Bureau of Indian Affairs

From: Field Solicitor, Aberdeen, South Dakota

Subject: Establishment of Tribal Judicial System, Sisseton-Wahpeton Sioux Tribe

By the memorandum dated May 30, 1972, to me from Mr. Don Y. Jensen, the request has been made for my opinion of whether the Sisseton-Wahpeton Sioux Tribe is vested with legal authority to establish a tribal judicial system or department.

In my opinion, such Tribe is vested with authority to establish a tribal judicial system or judicial branch of tribal government although it is not clear whether the members intended the Tribal Council to have the power to do so without an amendment to the Constitution of such Tribe, and the territorial jurisdiction is also unclear.

In Federal Indian Law, page 398, it is stated that:

"(1) An Indian tribe possessed, in the first

instance, all the powers of any sovereign State.

"(2) Conquest rendered the tribe subject to the legislative power of the United States and, in substance, terminated the external powers of sovereignty of the tribe, e.g., its power to enter into treaties with foreign nations, but did not by itself terminate the internal sovereignty of the tribe, i.e., its powers of local self-government.

"(3) These internal powers were, of course, subject to qualification by treaties and by express legislation of Congress, but, save as thus expressly qualified, many powers of internal sovereignty have remained in the Indian tribes and in their duly constituted organs of government."

These principles were affirmed in *Talton v. Mayes*, 163 U.S. 376, and in *Iron Crow v. Oglala Sioux Tribe*, 231 F.2d 89.

An examination of the Treaty between the United States and such Tribe dated February 19, 1867, reveals that there was no *express qualification* or *limitation* of the power of such Tribe to administer justice or to regulate the conduct of members. Article 10 of such Treaty reads as follows:

"Article 10. The chiefs and head-men located upon either of the reservations set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department: Provided, That all rules, regulations, or laws adopted or amended by the chiefs and head-men on either reservation shall receive the sanction of the agent."

It appears that instead of abrogating, qualifying, or limiting the power of such Tribe, the United States *expressly* recognized tribal authority "...to adopt such rules, regulations, or laws for the security of life and property,..." as may be deemed necessary. I believe the United States *expressly* encouraged the tribal members to exercise internal sovereignty in that regard..

Only a few years after such Treaty was completed, Congress declared the end of the treaty-making period with Indian tribes by the Act of March 3, 1871, 16 Stat. 566, 25 U.S.C. §71, but preserved treaty rights by the words: "...but no obligation of any treaty lawfully made and ratified with any such Indian nation or tribe prior to March 3, 1871, shall be hereby invalidated or impaired."

The case of *Ex Parte Crow Dog*, 109 U.S. 556, was decided a short time thereafter, on December 17, 1883, and held that the murder of an Indian, Spotted Tail, by an Indian, Crow Dog, was an offense exclusively within the jurisdiction of the Tribal Court, and neither the Federal District Court or the Territorial Court for the Territory of Dakota was vested with competent jurisdiction. Significantly, all lesser offenses committed by an Indian against the person or property of another Indian must also have been exclusively within the jurisdiction of the Tribal Court at such time.

As the result of the publicity from the *Crow Dog* case, Congress enacted the so-called Major Crimes Act on March 3, 1885, 23 Stat. 385, which vested exclusive

jurisdiction in the United States District Court of first seven, later ten, and now fourteen offenses. See 18 U.S.C. §1153. The exclusive jurisdiction of all other or lesser offenses committed by an Indian against the person or property of another Indian was undisturbed and remained vested in the Tribal Courts. See 18 U.S.C. §1152. There is no reason to believe the criminal jurisdiction vested in the Sisseton-Wahpeton Sioux Tribe was any different than any other Indian tribe, and constituted a part of the larger rights of internal sovereignty vested in such Tribe.

Later, the Indians of the Sisseton-Wahpeton Sioux Tribe negotiated an agreement with the United States which was ratified by the Act of March 3, 1891, 26 Stat. 1035, however, such Act did not *expressly* qualify or limit the criminal jurisdiction of such Tribe or otherwise deny the power to such Tribe to establish a Tribal Court or administer justice. Such agreement and Act provided for the cession or sale of "...all the unallotted land within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in Article four of this agreement shall have been made,..." to the United States. The consideration for such cession or sale was set forth and provision made for payment thereof to the Indians. Section 30 of such Act reads in part as follows:

> "Sec. 30. That the lands by said agreement ceded, sold, relinquished, and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of the funds made immediately available by this Act, and upon the completion of the allotments as provided for in said agreement, be subject only to entry and settlement

> under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located:

Obviously the latter clause "subject to the laws" referred only to the school sections, were proprietary in scope, and were not intended to affect the civil and criminal jurisdiction over persons.

I have been unable to find any other Act of Congress which may be asserted to have affected the civil and criminal jurisdiction of such Tribe or its power to establish a Tribal Court in the exercise of its residual or internal sovereignty under tribal authority to make its own laws and be ruled by them, as stated in *Williams v. Lee*, 358 U.S. 217.

It is accordingly my opinion that the Sisseton-Wahpeton Sioux Tribe is vested with authority over civil and criminal jurisdiction as a matter of residual internal sovereignty, which Congress has not expressly abrogated, over members of such Tribe, and has the power to establish a Tribal Court for the administration of justice.

The provision of the Constitution and Bylaws of such Tribe must be reviewed to determine whether such power and authority has been retained by the members or has been delegated to the Tribal Council. The *"Powers"* of the Tribal Council are set forth in Article VII of the Constitution approved August 26, 1966, however, it is not clear whether the members intended that the Tribal Council should have the power to enact ordinances to regulate the conduct of members and to establish a Tribal

Court for the administration of justice and to exercise civil and criminal jurisdiction over all appropriate civil actions and tribal offenses. The language in Article VII, Section 1, Subsection (d) "To make rules . . . ." would appear to be nebulous power to establish a judicial department of tribal government which could have comprehensive civil jurisdiction over legal actions involving more than, perhaps, $100,000.00 as well as other litigation having significant effect upon the legal status and property of members and over all tribal offenses less serious than the major crimes where the punishment could be up to $500.00 fine or six months in jail or both.

Reference is made to the 1946 Constitution of such Tribe, now entirely revised, in Article VII, Section 1, Subsection (c), the Tribal Council was vested with power "...to regulate the conduct and domestic relations of members of the tribe..." and in Subsection (h) "...to provide for the appointment of guardians,..." both of which imply more power over civil and criminal jurisdiction and the administration of justice by the establishment of a Tribal Court than does the present Constitution.

In view of such uncertainty, I would recommend an appropriate amendment to the Constitution of such Tribe to resolve the matter and also to secure the approval of the Commissioner of Indian Affairs which may be necessary in any event to secure funds for a police force and court personnel.

The provisions of Article I entitled "Jurisdiction" describe the territorial extent of the executive, legislative, and judicial civil and criminal jurisdiction of such Tribe and extend the same to lands within the original exterior

boundaries of the Sisseton-Wahpeton Indian Reservation described in the Treaty dated February 19, 1867.

In apparent conflict therewith are the cases of *Application of DeMarrias*, (1958), 91 N.W.2d 480, *State v. DeMarrias*, (1961), 107 N.W.2d 255, Cert. denied 368 U.S. 844, 82 S.Ct. 72, *DeMarrias v. State of South Dakota*, (1962), 206 F.Supp 549, appealed and affirmed in *DeMarrias v. State*, (1963), 319 F.2d 845.

At 206 F, Supp. 551, the court declared:

> "The said Acts of 1889 and 1891 and the President's Proclamation, supra, constitute explicit manifestations as of the effective dates thereof of an intent by Congress to restore to the public domain all unallotted lands within the Lake Traverse Reservation which were being opened to settlement under the homestead and townsite laws of the United States and to make those areas subject to the laws of South Dakota.
>
> "Equally well manifested by those Acts, though only implicitedly inscribed, is a Congressional intent to diminish the original area limits of the reservation, to separate jurisdiciton and in the process and as an overall product of the entire arrangement to end 'Indian Country' and the reservation status. The unallotted lands thereafter ceased legally, to be a part of that reservation and therefore not within the 'any Indian reservations' language contained in the relinquishment effected by said laws of 1901 and the Act of 1903."

While I do not agree, personally, with such conclusion, I believe we must face the fact that any tribal member who may be convicted in a Tribal Court established on such Reservation would have the right to petition the Uni-

ted States District Court for a writ of habeas corpus under the provisions of the Indian Civil Rights Act, Public Law 90-284, Section 203, 25 U.S.C. §1303. In that event, the decision in United States District Court would probably follow the holding in *DeMarrias* as legal precedent.

Should it be asserted that such Tribe has abandoned its judicial power or branch of government, I would refer to Federal Indian Law, page 402, to the effect that: "Power and authority rightfully conferred do not necessarily cease to exist in consequence of long nonuser."

In view of the *DeMarrias* decision, the territorial extent of the civil and criminal jurisdiction of such Tribe is nebulous and uncertain, and may only be determined by court action or Act of Congress. As stated in Solicitor's Opinion M-36783, dated September 10, 1969, relative to the authority of the Yankton Sioux Tribe to establish a Tribal Court, it would appear that the cession of unallotted lands by the Yankton Sioux Tribe diminished the area over which the Tribe might exercise its authority but that it did not otherwise terminate legislative authority of the Tribe, and the Tribe retained inherent authority to administer justice in a Tribal Court. In my opinion, the Sisseton-Wahpeton Sioux Tribe is vested with comparable power and authority.

Finally, it should be mentioned that there has been no State assumption of jurisdiction under Public Law 280, 67 Stat. 588, or under Public Law 284, 82 Stat. 73, regarding such Reservation, which prescribed the procedure set forth by Congress for State civil and criminal jurisdiction and the abrogation of tribal jurisdiction.

/s/ Wallace Dunker
Wallace G. Dunker
Field Solicitor

FIELD SOLICITOR'S OPINION RE BOUNDARIES OF LAKE TRAVERSE INDIAN RESERVATION

UNITED STATES DEPARTMENT OF THE INTERIOR
OFFICE OF THE SOLICITOR
[SEAL] U.S. Post Office and Courthouse
P.O. Box 549
ABERDEEN, SOUTH DAKOTA 57101

Memorandum AUG 16 1972

To: Superintendent, Sisseton Agency

From: Field Solicitor, Aberdeen, South Dakota

Subject: Opinion re Boundaries of Lake Traverse Indian Reservation

The letter dated August 7, 1972, to me from Acting Superintendent Stanislawski has attached a letter dated August 4, 1972, to Mr. Stanislawski from Mr. Jerry Flute, Secretary of the Sisseton-Wahpeton Sioux Tribe. The question presented by Mr. Stanislawski is whether "...State sales tax can be imposed on individuals of Indian descent when such retail and business outlets are included in the Reservation." and Mr. Flute inquires whether "...any communities on the Lake Traverse Reservation have been excluded from the reservation for the purpose of state sales tax."

You will recall that in my memorandum opinion dated June 9, 1972, on the subject of the authority of the Sisseton-Wahpeton Sioux Tribe to establish a tribal judicial system or department, reference was made to the Treaty dated February 19, 1867, which fixed the boundaries of such Reservation. The cases of *United States v. Celestine*, 215 U.S. 278, *Seymour v. Superintendent*, 368 U.S. 351, and *New Town v. United States*, 451 F.2d 121, stand for the following legal principles:

"(1) When Congress has once established a reservation, all tracts included within it remain a part of the reservation until separated therefrom by Congress.

"(2) The purpose to abrogate treaty rights of Indians is not to be lightly imputed to Congress.

"(3) The opening of an Indian reservation for settlement by homesteading is not inconsistent with its continued existence as a reservation."

As above mentioned, the boundaries of the Lake Traverse Indian Reservation were established by the 1867 Treaty, which boundaries would remain to this date as so fixed in the absence of action by Congress. It has been said that an 1891 Act of Congress has diminished such Reservation boundaries or has separated territory therefrom.

Reference to the Act of March 3, 1891, 26 Stat. 1035, reveals that the basis therefor was therein stated:

> Whereas, by section five of the act of Congress entitled 'An act to provide for the allotment of lands in severalty to Indians on the various reservations, and to extend the protection of the laws of the United States and Territories over the Indians, and for other purposes,' approved February eighth, eighteen hundred and eighty-seven, it is provided 'That at any time after lands have been allotted to all the Indian of any tribe, as herein provided, or sooner,' if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by the said tribe, in conformity

> with the treaty or statute under which such reservation is held, of such portions of its reservations not allotted as such tribe shall from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress; and the form and manner of executing such release shall also be prescribed by Congress.
>
> "Whereas the Sisseton and Wahpeton bands of Dakota or Sioux Indians are desirous of disposing of a portion of the land set apart and reserved to them by the third article of the treaty of February nineteenth, eighteen hundred and sixty-seven, between them and the United States, and situated partly in the State of North Dakota and partly in the State of South Dakota:"

Such "whereas" clauses clearly indicate that the intent of the Sisseton-Wahpeton Indians and of Congress, as well, was to dispose of unallotted land and that alone. Clearly absent is any intent to diminish the Lake Traverse Indian Reservation, or to change its boundaries or to restore any portion thereof to the public domain. The several articles of such 1891 Act provide only the details of such land transaction and other matters incident thereto. It is accordingly my opinion that Congress did not intend to alter the boundaries of the Lake Traverse Indian Reservation by the Act of March 3, 1891, 26 Stat. 1035.

In the case of *DeMarrias v. State*, 319 F.2d 845, it was held that the Act of March 3, 1891, 26 Stat. 1035, had the effect of diminishing such Reservation, however, the boundary lines of the Reservation thus determined to be

diminished were not therein defined. One of the reasons for my disagreement with such decision is that the 1891 Act failed to expressly diminish such Reservation and failed to set forth necessary boundary lines. In my view, these are essential factors to be covered whenever Congress intends to diminish or to change the boundaries of an Indian reservation.

In the event Congress intends to diminish an Indian reservation, the Act which so declares should specifically describe the area deleted or the area which is to remain as a reservation, or both. If Congress intends to disestablish an Indian reservation, the entire area thereof or at least the unallotted lands should be restored to the public domain in specific language. Where, as here, the Indians merely sold the unallotted lands within the limits of the Reservation set apart by treaty, which remained after allotments to the Indians, and where the unallotted lands are scattered throughout such treaty Reservation, in the absence of clear and specific language, there is no basis to hold that any particular area was excluded or that the Reservation was diminished to any extent. Such are the reasons for my disagreement with *DeMarrias*, however, I am compelled to recognize such decision as legal precedent.

The statutes relating to trading with the Indians, 25 U.S.C. §261-§264, require the regulation of trade in the Indian country or on any Indian reservation. In the case of *Warren Trading Post v. Arizona*, 380 U.S. 685, the United States Supreme Court held that the State sales tax could not be imposed consistently with Federal statutes applicable to Indians on reservations stating: "...these states laws imposing taxes cannot stand." as they impinge upon or frustrate a Federal function.

The opinion of the Associate Solicitor, Indian Affairs, dated April 10, 1972, stated that in addition to the

decision in *Warren Trading Post*, another principle is applicable in view of *Kennerly v. District Court*, 400 U.S. 423 (1971), and *Williams v. Lee*, 358 U.S. 217 (1959), "...that the Indian tribes have the inherent right to govern on-reservation commercial dealings between tribal members and non-Indians and that the states may not interfere with the exercise of tribal self-government absent the consent of Congress."

I should be noted, however, that on April 18, 1972, the Council of the Sisseton-Wahpeton Sioux Tribe adopted Resolution No. 72-47, a copy of which was forwarded to the Area Director by memorandum dated April 25, 1972, from the Superintendent, Sisseton Agency, to the effect that such Tribe was not in favor of the enforcement of trader licensing at such time.

It is my understanding that the Standing Rock Sioux Tribe has prevailed in a legal action against the State of North Dakota relating to the authority to impose State sales and income taxes upon Indians within reservation boundaries. Such court decision is not available at this date.

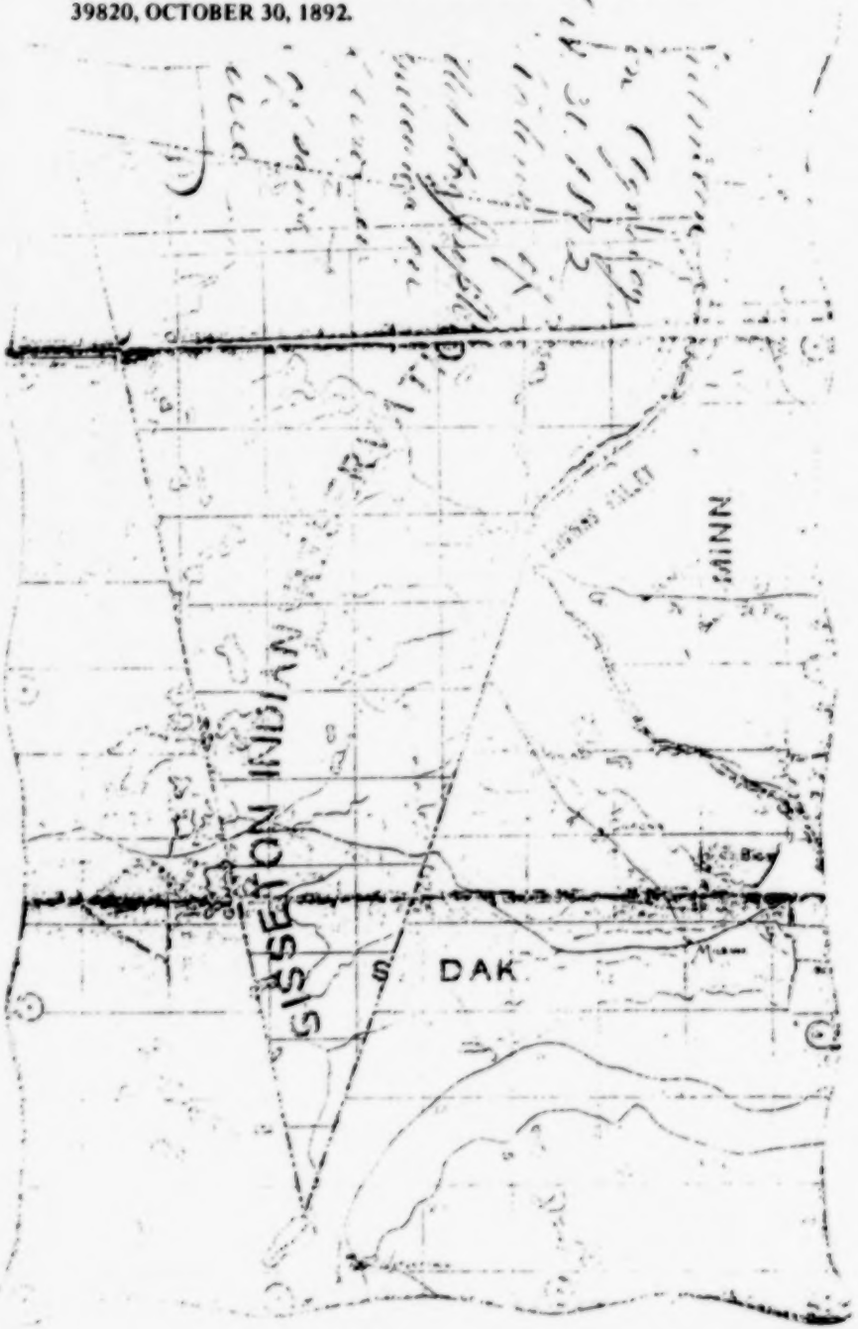
/s/ Wallace G. Dunker

Wallace G. Dunker
Field Solicitor

cc: Mr. Wyman D. Babby, Area Director,
Aberdeen Area Office, Bureau
of Indian Affairs, Aberdeen,
South Dakota 57401

App. 35

COVER PAGE AND LETTER OF UNITED STATES INDIAN AGENT, NATIONAL ARCHIVES SPECIAL CASE NO. 147, LETTER NO. 39820, OCTOBER 30, 1892.



U. S. INDIAN SERVICE,

Sisseton Agency, D. T.

DCK

May 30 1892.

Hon. Com'r Indian Affairs
Washington D. C.
Sir-

I have the honor to transmit herewith Patent No 24 issued to Joseph Yant. or Mnnecuwa - I find the same to be an error as does not cover the lands selected & improved by him - The lands selected & improved by him & on which he is now & has been living is described as

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follows — South half (S½) North East quarter (N. E¼) & West half of the South East quarter (W½-S E¼) of Section six (6) Township one hundred & twenty five (125) & Range fifty one (51) on the Traverse Reservation - I would respectfully recommend that the surrender of the same enclosed be accepted & the above described land be allotted to the Indian in lieu thereof -

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Very respectfully
D. L. Kinsman
[U.S. Indian Agent]

LETTER AND FIELD NOTES OF UNITED STATES SPECIAL ALLOTING AGENT, NATIONAL ARCHIVES SPECIAL CASE 147, LETTER NO. 40984, NOVEMBER 10, 1891.

United States Indian Service.

LETTER OF COMMISSIONER OF INDIAN AFFAIRS, NATIONAL ARCHIVES LAND DIVISION LETTER BOOK 188.

DEPARTMENT OF THE INTERIOR

OFFICE OF INDIAN AFFAIRS

WASHINGTON August 13, 1889.

Gentlemen:

Upon receipt hereof, you will proceed to the Sisseton Agency, Dakota, for the purpose of negotiating with the Sisseton and Wahpeton Indians for the relinquishment of such portions of the Lake Traverse Reservation not allotted, as said Indains may consent to release.

Such negotiations are authorized by the 5th Section of the Act of February 7, 1887, which provides: "That at any time after lands have been allotted to all the Indians of any tribe as herein provided, or sooner if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservation not allotted as such tribe shall, from time to time consent to sell, on such terms and conditions as shall be considered just and equitable, between the United States and said tribe, which purchase shall not be complete until ratified by Congress, and the form and manner of executing such release shall also be prescribed by Congress".

The Lake Traverse Reservation was created by the 3rd Article of the treaty between the United States and the Sisseton and Wahpeton Bands of Dakota or Sioux Indians, concluded February 19, 1867. (15 Stats. 505).

It contains 818,780 acres, of which some 127,887 acres have been allotted in severalty, and 1,417 acres reserved for church and other purposes, leaving a surplus of some 789,476 acres.

The allotments have virtually been completed although it is possible that some few individuals who were not on the reservation when the allotments were made in 1887 are entitled to allotments.

The treaty makes no provision regarding the cession or relinquishment of the reservation or any portion thereof.

It is understood that the Indians desire to sell a portion at least, of their surplus lands.

You will call a full council of the bands and submit the subject for their consideration. If a majority of such council determine to sell any portion of the reservation, you will then agree upon the quantity of land to be sold, and its location, which should be described by sections, or other legal subdivisions of townships.

It is not considered advisable that the cession at this time should embrace all these surplus lands. A sufficient quantity should be reserved for future contingencies.

The terms and conditions of the sale should then be agreed upon, which should be just and equitable to the Indians, as well as to the United States.

You will explain to the Indians that under the Act of February 8, 1887, the sums agreed to be paid as purchase money, will be paid in the Treasury of the United States for their sole use, the same with interest, thereon at 3 per cent per annum, to be at all times subject to appropriation by Congress for the education and civilization of said Indians.

The terms and conditions agreed upon in Council, with the description of the lands to be relinquished, should be reduced to writing and incorporated in the accompanying

form of agreement, which should be signed by at least a majority of the male adults of the bands.

All such adults should be given an opportunity to sign.

When freely and properly signed, your certificates and the certificate of the Official Interpreter, should be attached to the instrument.

The proceeding of the Council should be reduced to writing and attested by your signatures and that of the Official Interpreter.

The Indians should be informed that the negotiations will not be valid or binding until ratified by Congress.

Very Respectfully,

/s/ T. J. Morgan
Commissioner

NATIONAL ARCHIVES SPECIAL CASE 147,
LETTER NO. 27212

DEPARTMENT OF THE INTERIOR
WASHINGTON

April 22, 1904.

The Commissioner of Indian Affairs,

Sir: -

In accordance with your recommendation of 20th instant, I have requested the Commissioner of the General Land Office to cancel the allotment to Madeline Campbell on the Sisseton reservation, South Dakota, she having been also allotted on the Yankton reservation.

Very respectfully,

4129 Ind. Div. 1904.
JES

/s/ E.A. Hitchcock
Secretary

NATIONAL ARCHIVES SPECIAL CASE 147,
LETTER NO. 58456

DEPARTMENT OF THE INTERIOR
WASHINGTON October 1, 1902.

The Commissioner of Indian Affairs.
Sir:-

I am in receipt of your letter of June 9, 1902, recommending cancellation of an allotment to David Heyoka, on the Sisseton reservation, South Dakota.

Your report shows that there was patented to David Heyoka, November 19, 1892, (No. 373,) the No./2 of NW/4, Sec.33, and the SE/4 of SW/4, Sec. 28, T.130 N., R. 54 W., 5th P.M., S.D., and that there was also patented to David Heyoka, (No. 908,) the N/2 of NE/4, Sec. 3, T.127, R.53, and SW/4 of SE/4, Sec.34, T.128, R.53, 5th P. M., S.D., and also that there was patented to Louis Heyoka July 22, 1889, (No. 1366), the SE/4 of SE/4, Sec.12, T.129 N., R.52 W., 5th P. M., S.D.

Your report shows that David Heyoka and Louis Heyoka are one and the same person, and that David Heyoka desires to retain the lands covered by patents Nos. 908 and 1366, amounting in the aggregate to 160 acres.

Patent No. 373 is returned with your report, with recommendation that the same be cancelled.

I also am in receipt of your report of the 11th ultimo, transmitting patent No. 1366, in the name of Louis Heyoka, with request that the same be cancelled, and that a new one be issued in the name of David Heyoka, covering said lands.

In accordance with your recommendation, I have cancelled patents 373 and 1366, and have requested the

Commissioner of the General Land Office to issue a patent to David Hekoya for the lands covered by patent 1366 to Louis Heyoka.

Very respectfully,

/s/ Thos. Ryan
Acting Secretary.

5070, Ind. Div. 1902
8279 " " "
M.E.W.

NATIONAL ARCHIVES SPECIAL CASE 147,
LETTER NO. 11658

DEPARTMENT OF THE INTERIOR,
UNITED STATES INDIAN SERVICE,

Sisseton Agency, South Dakota,
January 25th, 1906.

Hon. Commissioner of Indian Affairs,
Washington, D.C.

Sir:-

I have the honor to transmit herewith application of Josephine LaFromboise for title in fee to her allotment on this reservation. The applicant is the wife of Joseph LaFromboise of this reservation, and in my opinion is not capable of transacting her own business affairs, being illiterate, even to the extent of inability to sign her own name. Hence I cannot recommend that a patent in fee be issued her.

Very respectfully,
/s/ C.B. Jackson
U.S. Indian Agent.

EJDM.

NATIONAL ARCHIVES SPECIAL CASE 147, LETTER NO. 11658

Sisseton Agency, S.D., January 23, 1905.

Hon. Commissioner of Indian Affairs,
Washington, D.C.

Sir:-

I hereby make application for and request that you recommend to Congress the enactment of a law authorizing the issuance to me of a patent in fee for the following described lands situate on the Lake Traverse Reservation in South Dakota, to-wit: allotment No. 182, for the W½ of the NW¼ of section 5, and the E½ of the NE¼ of section 6, township 127, range 53.

I am a member of the Sisseton Sioux tribe of Indians resident on said reservation and under the jurisdiction of the Hon. C.B. Jackson, U. S. Indian Agent at Sisseton Agency.

I now hold said above described lands under a trust patent, issued pursuant to the Act of Congress of February 8, 1887, and the acts amendatory thereof.

I am perfectly competent to attend to my own business affairs and believe that C.B. Jackson will so certify.

Very respectfully,

Josaphine LaFramboise

Witness G.A. Robertson [her mark]
Samuel Adams

TREASURY DEPARTMENT LETTER RE POPULATION BASE FOR TRIBAL REVENUE SHARING

OFFICE OF THE SECRETARY OF THE TREASURY

WASHINGTON, D.C. 20220

April 25, 1973

Mr. Moses D. Gill
Chairman
Sisseton Wahpeton Sioux Tribe
Sisseton, South Dakota 57262

Dear Mr. Gill,

Account No. 35 6 039 329

We have researched your challenge of the population data used in computing your revenue sharing allocation, and determined that the data we are using is correct. This constitutes a final determination of your population data unless you provide us with additional evidence to support your claim within 60 days from the date of this letter.

We rely mainly on 1970 Census data because, although not perfect, it is based on an actual house to house count following the same procedure in all places. This consistency is important where tribes must be measured in a formula such as revenue sharing. The population that we are using includes all Indian members of your tribe residing on the reservation.

Sincerely yours,

/s/ Arthur L. Hauser

Arthur L. Hauser
Office of Revenue Sharing

NATIONAL ARCHIVES CENTRAL CLASSIFIED FILES, 49766-1934-313 SISSETON

The Honorable,

JUN 27 1935

The Attorney General.

My dear Mr. Attorney General:

I have received your letter of May 13, advising with regard to judgment entered in the case of L.G. Lewis et al. v. Oscar Sjorberg et al., pending in the Circuit Court for the Fifth Judicial Circuit of South Dakota, being an action instituted by the plaintiffs to enjoin the defendants from cutting and removing hay from Drywood Lake in Roberts County, South Dakota.

It appears that the decision of the court was rendered on the ground that Drywood Lake, at the time of the admission of the State of South Dakota into the Union, was a navigable lake, and that no permanent change in its condition has occurred. The question as to the right to cut and remove hay from the Drywood Lake bed lands would, therefore, involve the matter of title or ownership of the lake bed. This lake lies wholly within the boundaries of the Sisseton Indian Reservation.

In the agreement of December 12, 1889, ratified by the Act of March 3, 1891 (36 Stat. 1035-1038), the Indians ceded, sold and conveyed to the United States all their claim, right, title and interest in and to all unallotted lands within the limits of the reservation remaining after the allotments and additional allotments provided for in said agreement should have been made, for a consideration of $2.50 per acre. It would appear that, due to the severe drought in that section of the country for the past two or three years, the lake bed in

question has become dry: and it is presumed that when the rainfall becomes normal the lake will again be filled with water.

Section 359 of the Revised Code of South Dakota reads, in part, as follows:

> "Except where the grant under which the land is held indicates a different intent, the owners of the upland, when it borders upon a navigable lake or stream, takes to the edge of the lake or stream at low water mark, and all navigable rivers shall remain and be deemed public highways."

It is also provided in section 498 of the revised code above referred to that, -

> "Where from natural causes land forms by imperceptible degrees upon the bank of a river or stream, navigable or nonnavigable, either by accumulation of material or by recession of the stream, such lands belong to the owner of the bank, subject to any existing right of way over the bank."

It is believed that in view of the foregoing, the Indian allottees owning lands on the shore of the lake would be entitled to the growth on the dry lake bed lands abutting their allotments, and that such rights as they may have therein should be protected. It appears from recent correspondence received from Indian allottees who are interested in the matter that a situation similar to that of last year will prevail again this year. Copies of this correspondence are enclosed. It is, therefore, requested that such action as the law and the facts may warrant be taken to protect the interest of the Indians in the lake beds in question. The matter of taking an appeal in the present case, as referred to in your letter, is left to your discretion.

In any action that may be instituted, the Superintendent of the Sisseton Agency will be glad to render such assistance as may be in his power.

Very truly yours,
(Sgd.) T.A. Walters
First Assistant Secretary.

6-OL-14
CC to Sisseton Agency.
Enclosure No. 662071.

NATIONAL ARCHIVES SPECIAL CASE 147, LETTER NO. 26163, WITH ATTACHED RESOLUTIONS.

BANK OF MILBANK
MILBANK, DAKOTA

SARGENT & DIGGS, BANKERS.

Gen'l John W. Noble
Sec'y Interior . April 22nd '89
Washington D.C.
My Dear Sir ;

Would you kindly inform me what is the present status [words missing] for opening [words missing] Reservation?

It lies along the western line of our county and Roberts north of us, and is a great detriment to our intresets, as it blocks the progress of two or three lines of railroad that we are very anxious to see completed.

We need these roads badly, and the opening of the reservation would give new impetus to immigration which has been attracted by government lands further west.

Any information that will enable the citizens of this section to render any service that may be needed in hastening the opening will be appreciated.

We also respectfully ask your early attention to the matter if the consummation is left with your department, as I have been informed it is.

If any need should exist for a special agent here, in the opening -, or a commission to be appointed, I trust you will remember

Yours truly -

/s/ D.W. Diggs

RESOLUTIONS OF THE CONVENTION

of Eight Counties that Assembled at Watertown, Dakota, May 1st, 1889, to take Action Relative to the Opening of the Sisseton Indian Reservation.

—o-O-o—

"Whereas, The Sisseton Indian Reservation, lying in the midst of a well settled section of country, is a barrier to the completion of railroads in course of construction or progress, and the general welfare of the country, and is not now necessary to the interests of the Indians, they having taken their allotment of land under the Act of Congress, and,

WHEREAS the Indians on this reservation have certain grievances which they urge as a reason for withholding their consent to final action necessary to opening the Reservation to settlement.

RESOLVED: That it is the sense of this convention composed of citizens of all the counties contiguous to the said Reservation that the government of the United States owes a debt of gratitude to all Indians who were loyal and rendered service or befriended the white man in the terrible scenes of the massacre of 1862, and that Chief Gabriel Renville having been conspicuous as a friend of the government and the white man, the government should recognize such loyalty and service in some substantial form.

RESOLVED, That as citizens we will use our influence to secure to Chief Renville and all other Indians who

were loyal to the government, who are not members of his band, that justice that has been denied them. Confident that the government will promptly accord to them such compensation as in judgment they are under the law entitled, and will see that the provisions of treaties heretofore made are scrupulously carried out to the end, that any wrong to them resulting from neglect shall be speedily redressed.

RESOLVED, That we recommend to Congress, that all men in this band who acted as scouts under Genl. Sibley be suitably rewarded for their loyalty and valuable services.

/s/ D.W. Diggs

Reservation

Milbank 5/13/89

NATIONAL ARCHIVES SPECIAL CASE 147,
LETTER NO. 39462

EXECUTIVE CHAMBER
PIERRE, S.D.
A.C. MELLETTE, GOVERNOR

Hon. John W. Noble, Dec. 13, 1890
Secretary of the Interior,
Washington, D.C.

Dear Sir:–

I have the honor to herewith enclose a petition from numerous indians of the Wahpeton and Sisseton Agency, setting forth their destitute condition and call upon their friends in the east for aid to keep them from starvation. I desire to enter in behalf of their petition my hearty recommendation to the Great Government of the U.S., that it at once take steps to relieve the necessities that this long suffering people who are now in absolute destitution, slowly suffering death from privation and starvation, These are the most peaceable and law abiding Indians within our State and have been rewarded for their virtues during many years, by being left to starvation so far as the government concerns itself, while the lawless and utterly heathenish indians are well fed and armed from year to year. It is sad commentary upon the indian problem and the condition ought to be reversed at once. Let the lawless indians suffer for a few years, and such as the Sissetons and Wahpetons have their rations and you will find a great improvement among these people throughout our State. I sincerely hope that you wil take means for the relief of these indians at once.

Yours Respectfully,

/s/ A. Mellette

IN THE

Supreme Court of the United States

OCTOBER TERM, 1973

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT

Respondent

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

BRIEF FOR RESPONDENT

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State of South Dakota
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IN THE

Supreme Court of the United States

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

BRIEF FOR RESPONDENT

Respondent adopts, for the purposes of this Brief, the material in the Brief for Petitioner under the headings "Opinions Below" and "Jurisdiction."

STATUTES INVOLVED

The Treaty of February 19, 1867, 15 Stat. 505, the Act of February 8, 1887, 24 Stat. 388 (General Allotment Act or Dawes Act) and the Act of March 3, 1891, 26 Stat. 989.

QUESTION PRESENTED

Whether the Act of March 3, 1891, amending and ratifying an 1889 agreement for the outright cession of all the unallotted land of the Lake Traverse Reservation to the United

States Government for a sum certain, disestablished said reservation and restored said lands to the public domain.

STATEMENT OF THE CASE

Petitioner, an enrolled member of the Sisseton-Wahpeton Sioux Tribe, is the mother of Robert Lee Feather and Herbert John Spider. On March 12, 1971, pursuant to the standard consent forms then in use by the Department of Public Welfare, State of South Dakota, the youngest child, Robert Lee Feather was given up for adoption by his mother. The older child, Herbert John Spider, was placed in a foster home by the district county court after neglect and dependency proceedings were instituted by the Department of Public Welfare, State of South Dakota, on December 17, 1971.

In August of 1972, Petitioner moved to dismiss the above orders on the ground that all incidents giving rise to the proceedings occurred in Indian Country, to wit: Within the boundaries of the Lake Traverse Reservation. The motion was denied. Petitioner then initiated a Writ of Habeas Corpus in the South Dakota Circuit Court, Fifth Judicial Circuit, on August 16, 1972, seeking to release the children from the care and custody ordered by the district county court. A hearing was held on August 31, 1972, and the Writ was denied. Essentially, the circuit court concluded, in line with the prior history of judicial interpretation given the Act of March 3, 1891, that the Lake Traverse Reservation as established in 1867 no longer existed. Notice of appeal to the Supreme Court of South Dakota was served by Petitioner, assigning as error the conclusions of law of the circuit court.

On October 31, 1973, the Supreme Court of South Dakota, adhering to the same precedent, affirmed. Petitioner had argued that all land once within the boundaries of the Lake Traverse Reservation was still within the boundaries of the Lake Traverse Reservation and that the district county court did not, therefore, have jurisdiction over any portion thereof with respect to the issue in the instant case. In its opinion the

court rejected the arguments of Petitioner and found that the 1867 Lake Traverse Reservation had been effectively disestablished and restored to the public domain by the Act of March 3, 1891. The opinion was addressed only to the issue, as raised by Petitioner, that related to the portion of the 1867 reservation subject to the 1891 Act. Acts or omissions resulting in child neglect that may have occurred on the allotted or trust portion of the original Lake Traverse Reservation *not* within the purview of the 1891 Act, were *not* considered by the court below.

SUMMARY OF ARGUMENT

The Lake Traverse Reservation was disestablished by Congress in 1891 by the ratification of an 1889 agreement whereby the members of the Sisseton-Wahpeton Tribe agreed to "cede, sell, relinquish, and convey to the United States all their claim, right, title and interest in and to" all the unallotted land of their reservation for a sum certain. This act, on its face and especially in light of the legislative history and surrounding circumstances, clearly restored the lands so ceded to the public domain. Members of Congress, the Commissioner of Indian Affairs and the Secretary of the Interior, at the time repeatedly and specifically attributed this effect to the ratification of the agreement. The purpose of the Brief for Respondent is to provide this Court with documentation that clearly and unequivocally supports the position that the only construction of the Act of March 3, 1891, consonant with the intent of Congress in *1891*, is that the Lake Traverse Reservation was thereby disestablished. A detailed examination of the significant congressional and administrative documents relating specifically to the Sisseton-Wahpeton portion of the 1891 Act establishes this to be the case. An examination of similar documents of another cession agreement ratified in the same Act as the Sisseton-Wahpeton cession agreement not only serves to buttress this conclusion, but also places the entire issue in a proper historical perspective. The Annual Reports of the Commissioner of Indian Af-

fairs and Secretary of the Interior, as well as the cartographic record of Indian Reservations, unequivocally support this construction of the Act of March 3, 1891, and in addition dispell any preconceptions that the legislation therein was an exception to the prevailing policy of the period.

Since Respondent has viewed the issue presented as essentially one of congressional intent as reflected in the documents of the period, the arguments of Petitioner were not analyzed until after the legislative history and surrounding circumstances were set forth in detail. The jurisdictional implications of the effect of the Act of March 3, 1891, are discussed at the conclusion of the Brief, in what Respondent would term their proper chronological position.

The main thrust of the argument of Respondent centers around the fact that the Act of March 3, 1891, was an explicit manifestation from Congress that the Lake Traverse Reservation should cease to exist as such. The Act does not represent disestablishment via the mere process of allotment. The State of South Dakota has never maintained that the issuance of allotments pursuant to the General Allotment Act of 1887, commonly termed the Dawes Act, disestablished any reservation or portion thereof. Nor has it ever attempted to subject any member of any tribe so situated within the boundaries of any reservation to the jurisdiction of its courts in this respect. Rather, the portion of the Act presented herein for construction is a cession agreement, identical in all material respects to cession agreements utilized by Congress to disestablish reservations or portions thereof for decades. In essence, the Act of March 3, 1891, was a vehicle by which Congress ratified a number of these cession agreements that had been recently concluded. The mere fact that the Sisseton-Wahpeton Agreement had been tailored to certain provisions of the Dawes Act did not alter the fundamental nature of the transaction — a transaction which in this case disestablished reservations or portions thereof in several

states, including Montana, North Dakota and Oklahoma. By this very Act, approximately eight million acres of land previously held within the boundaries of Indian reservations were restored to the public domain for the primary purpose of providing homes to actual settlers. Over three thousand individuals eventually moved their families and homes to settle and work the six hundred thousand acres of land previously held within the boundaries of the Lake Traverse Reservation alone.

While this whole process reduced the reservations to one-half of their original area in a matter of a few short years, and Respondent would be the first to admit that some of the documents herein might at times appear not in all respects consonant with the prevalent moral judgments of today, as they relate to the fiduciary duty of the United State Government toward its Indian wards, this question is not in issue. The whole of Respondent's argument has been structured around the issue as presented, a question of congressional intent to be resolved from the documents of the period viewed in a proper historical perspective — the only perspective available to the thousands of citizens who at the time relied on the representations of the Government of the United States and moved their homes and families to settle and work on what was at the time, and has remained since, a part of the public domain. To alter this perspective today, for whatever reason and thereby resurrect the boundaries of a reservation that have been disestablished for over eighty years, to the detriment of the descendents of those individuals, and subject their lives and property to whatever "sovereign power" any tribe might today or fifty years from today lawfully exercise over non-members residing within the boundaries of any reservation, would be a miscarriage of justice in the truest sense of the phrase.

Many of the citizens of the United States have *elected* to live within the boundaries of a reservation. They have

knowingly decided to subject their lives and property to the many special federal and tribal laws therein. This was a choice presumably made with the realization of the consequences thereof. Such is not the case in the situation presented herein.

ARGUMENT

I

THE LEGISLATIVE HISTORY AND SURROUNDING CIRCUMSTANCES OF THE ACT OF MARCH 3, 1891, CONCLUSIVELY ESTABLISH THAT CONGRESS INTENDED TO DISESTABLISH THE LAKE TRAVERSE RESERVATION BY RESTORING ALL UNALLOTTED LAND THEREIN TO THE PUBLIC DOMAIN.

> If the policy of allotting lands is conceded to be wise, then it should be applied at an early date to all alike wherever the circumstances will warrant. If we have settled upon the breaking up of the tribal relations, the extinguishment of the Indian titles to surplus lands, and the restoration of the unneeded surplus to the public domain, let it be done thoroughly. If reservations have proven to be inadequate for the purposes for which they were designed, have shown themselves a hindrance to the progress of the Indians as well as an obstruction in the pathway of civilization, let the reservations, as speedily as wisdom dictates, be utterly destroyed and entirely swept away. Report of the Commissioner of Indian Affairs, 8 (1891).

A. CONGRESS DID NOT ALTER THE FUNDAMENTAL PRECEPT OF CESSION AGREEMENTS BY SIMPLY TAILORING THE AGREEMENTS TO THE DAWES ACT OF 1887.

In 1867 the members of the Sisseton and Wahpeton bands of Sioux Indians were given a large triangular area of land known as the Lake Traverse Reservation, situated in what is now the northeastern part of South Dakota. In early 1889 certain members of the tribe were approached and indicated they would sell their reservation: "We never thought to keep this reservation for our lifetime. . . . We don't expect to keep reservation. We want to get the benefit of the sale. . . ." *The Minneapolis Tribune, May 22, 1889 at 1 (Appendix I, 19).*

Soon thereafter, a Commission, sent to negotiate the purchase, concluded an agreement whereby the members of the Sisseton-Wahpeton bands of Sioux Indians agreed to:

> . . . cede, sell, relinquish, and convey to the United States all their claim, right, title and interest in and to all the unallotted lands within the limits of the reservation set apart to said band of Indians as aforesaid. . . . Act of March 3, 1891, 26 Stat. 1035, 1036.

In his Annual Report to the Secretary of Interior for 1890, the Commissioner of Indian Affairs stated that the agreement would *"restore to the public domain* . . . about six hundred and sixty thousand acres in South Dakota, in the Lake Traverse (Sisseton) Reservation" upon ratification. Report of the Commissioner of Indian Affairs, XXXVIII (1890) (emphasis added). The Secretary of Interior's Annual Report was identical in this respect. H.R. Exec. Doc., 51st Cong., 2d Sess. XXVII (1890).

On the floor of the Senate, a moment before ratification, Senator Dawes stated clearly and concisely:

> The remainder of the bill is made up of the other appropriations necessary to carry out the agreements that were made with Indians for the *surrender of a large portion of their reservations to the public domain.* In the main it has cost the United States between $1.25 and $1.50 per acre for some ten or eleven million acres of land. All this land is *opened* by this bill to settlement as a part of the *public domain.* . . . 22 Cong. Rec. 3879 (1891) (emphasis added).

The agreement was ratified on March 3, 1891, and the sum of one million, six hundred ninety nine thousand, eight hundred dollars was placed by the United States Government in the treasury of the United States to the credit of said Sisseton-Wahpeton Band of Sioux Indians "to pay" for the "lands by said agreement ceded, sold, relinquished and conveyed. . . ." Act of March 3, 1891, 26 Stat. 1039.

In his Annual Report to the Secretary of Interior for 1891, the Commissioner of Indian Affairs stated ". . . The ratification of agreements by the act of March 3, 1891 (26 Stats., 989), *restored to the public domain* . . . from the Lake Traverse Reservation, South Dakota, about 660,000 acres, . . ." Report of the Commissioner of Indian Affairs, 44 (1891) (emphasis added). The Secretary of Interior's Annual Report was identical in this respect. H.R. Exec. Doc. No. 66, 52d Cong., 1st Sess. VII (1891).

The reservation was "thrown open" to settlement in 1892. The large orange triangle representing the Lake Traverse Reservation on the 1891 Indian Affairs Map was immediately and unequivocally removed from the same official Map of the Office of Indian Affairs compiled in 1892 under the direction of the Commissioner of Indian Affairs, showing Indian reservations within the limits of the United States. Report of the Commissioner of Indian Affairs, Appendix (1892). The figures in the "area in acres" and "square miles" sections of the "Schedule showing the names of Indian reservations in the United States, agencies, tribes occupying or belonging to the reservation, etc." which were listed in the 1891 Schedule, were also similarly deleted in 1892. Report of the Commissioner of Indian Affairs, 908 (1892).

From this date on, the "former Lake Traverse" terminology begins to appear in the official communications of the Office of Indian Affairs and the Department of the Interior, a designation found in hundreds of other miscellaneous sources as well. In any one year, this or some designation of similar import appears in communications of those concerned with what "was" the Lake Traverse Reservation, a sampling of which reads:

1. "[F]ormer Sisseton and Wahpeton Reservation" — Assistant Commissioner of the General Land Office (1891). Letter, Appendix I, 1.
2. "[U]pon the former Sisseton-Wahpeton Reservation" — Member of the Sisseton-Wahpeton Bands of Sioux Indians (1901). Letter, Appendix I, 2.
3. "[W]ithin the former Lake Traverse Indian Reservation" — Affidavit of United States Special Agent (1902). Letter, Appendix I, 3.
4. "[C]ertain described land in the former Sisseton Reservation" — Commissioner of Indian Affairs (1902). Letter, Appendix I, 6.
5. "[I]n what was formerly the Sisseton Indian Reservation" — Chairman of House Committee on Indian Affairs (1906). Letter, Appendix I, 9.
6. "[I]n former Sisseton and Wahpeton Reservation" — Commissioner of Indian Affairs (1912). Letter, Appendix I, 10.
7. "[I]n former Sisseton and Wahpeton Reservation" — Acting Chief of Land Division, General Land Office (1913). Letter, Appendix I, 11.
8. "[W]ithin the former Lake Traverse Reservation" — Assistant Commissioner of Indian Affairs (1918). Letter, Appendix I, 12.
9. "[I]n the former Sisseton Indian Reservation" — Commissioner of Indian Affairs (1918). Letter, Appendix I, 14.

Respondent cannot and will not argue that this disestablishment and restoration to the public domain of the Lake Traverse Reservation was intended by Congress to be an exception to the prevailing legislation of the period because the documents of the period simply do not support that conclusion. Indeed, if one were to page through almost any Annual Report of the Commissioner of Indian Affairs or of the Secretary of Interior from 1887 until 1915 a contrary preconception would instantly vanish. The gist of the quota-

tion of the Commissioner of Indian Affairs in 1891 set forth, *supra*, could be similarly documented in 1890 under the heading of "REDUCTION OF RESERVATIONS" or in 1892 under the heading of "COMMISSIONS AND NEGOTIATIONS FOR REDUCTION OF RESERVATIONS." Report of the Commissioner of Indian Affairs, XXXVII (1890), Report of the Commissioner of Indian Affairs, 74 (1892), respectively. Part II, *infra*. An examination of the Maps of Indian Reservations published each year therewith graphically illustrates this precise point. Part III, *infra*.

Therefore, as a preface to the detailed examination of the legislative history of the Act of March 3, 1891, the argument of Respondent will be in the form of a brief reconstruction of the position that Congress assumed in relation to Indian land cessions during the period from 1860 until 1900. To what extent the conclusions drawn from this reconstruction are in conflict with the holding of *Seymour v. Superintendent*, 368 U.S. 351 (1962), and *Mattz v. Arnett*, 412 U.S. 481 (1973), and the line of recent cases adhering to the rationale therein, is, of course, for this Court to resolve in whatever manner it deems appropriate.

Before 1887 it was the fundamental precept and purpose of the Indian land cession policy that the ratification of a cession agreement would extinguish the Indians' claim or title to a given described area. If the ceded area, or area to be so extinguished, included only a portion of the reservation, the boundaries would necessarily be diminished so as to encompass the reduced area or reservation remaining, and the members of the tribe would be required to remove thereto. If the whole reservation was to be ceded or extinguished, the boundaries were nevertheless just as necessarily extinguished, with the tribes involved usually being required to remove to another reservation. In both instances the area so ceded would be restored to the public domain and later "opened" to homesteading.

Respondent has been unable to substantiate that Congress intended to alter this fundamental aspect of Indian land cessions by enacting the Dawes Act of 1887. Indeed, an examination of the documents of the period presented herein would seem to compel the opposite conclusion.

Admittedly, the 1887 Act affected several changes with respect to the established cession policy. However, none of these were in any way intended to affect, nor did they affect the necessary diminution the cession or sale would have had on the boundaries of that particular reservation. In fact, by utilizing Section 5 of the Dawes Act and tailoring cession agreements to conform thereto, Congress could and did effectively reduce the size of Indian reservations at a much more rapid pace than had theretofore been possible. As succinctly stated by the Commissioner of Indian Affairs:

> If the policy of allotting lands is conceded to be wise, then it should be applied at an early day to all alike wherever the circumstances will warrant. If we have settled upon the breaking up of the tribal relations, the extinguishment of the Indian titles to surplus lands, and the *restoration of the unneeded surplus to the public domain*, let it be done thoroughly. If reservations have proven to be inadequate for the purposes for which they were designed, have shown themselves a hindrance to the progress of the Indian as well as an obstruction in the pathway of civilization, let the reservations, as speedily as wisdom dictates, be utterly destroyed and entirely swept away. Report of the Commissioner of Indian Affairs, 8 (1891) (emphasis added).

For purposes of illustration, assume that a certain cession or sale for the entire north half of a reservation was proposed in 1889, but only a small percentage of the members of the tribe had as of that date received an allotment. If this proposal nevertheless met with the approval of the Commissioner of Indian Affairs, he would write the Secretary of

the Interior and therein cite §5 of the Dawes Act which provides:

> *And provided further*, That at any time after lands have been allotted to all the Indians or any tribe as herein provided, or sooner if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to *negotiate* with such Indian tribe for the *purchase and release* by said tribe, in conformity with the treaty or statute under which such reservation is held, *of such portions of its reservation* not allotted as such tribe shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress, and the form and manner of executing such release shall also be prescribed by Congress . . . Act of February 8, 1887, 24 Stat. 389-390 (emphasis added).

Paraphrased for the purpose of our hypothetical example, this section would allow the Secretary to negotiate for the release of "such portions" of the reservation not allotted if the tribe would consent, irrespective of the fact that only a small percentage of allotments had yet been made and these were scattered throughout the entire reservation.

If the Secretary concurred, he would appoint several commissioners and ask that the Commissioner of Indian Affairs submit a "draught of instruction" for his approval. After approval, the instructions would be forwarded to the Commissioner. In most instances the information contained therein was of a very general nature, such as the year the reservation was created and the number of signatures required for the necessary "consent."

The Commission would proceed to the reservation, negotiate the cession and draw up an agreement for the approval of the tribe containing the price per acre and certain other specifics, such as the total amount of money the United States was to pay for the area ceded, which would be held in trust for the benefit of the tribe, again pursuant to §5 of the Dawes Act. The entire agreement would not be effective until ratified by Congress, again pursuant to §5 of the Dawes Act. Then the agreement would be amended in Congress to provide that the land so sold or released by the tribe to the United States was required to be held by the United States for the sole purpose of securing homes to actual settlers if it was adaptable to agricultural purposes, again pursuant to §5 of the Dawes Act.

In our hypothetical, the agreement would of necessity have to describe and separate the north half or area ceded by some boundary marker or other survey from that portion of the reservation unaffected by the cession, the south half. In all agreements of this type this was in fact the case. One part of the reservation had been ceded and would thereby soon be restored to the public domain and be opened to homesteading upon amendment and ratification by Congress and proclamation by the President. The other part would remain intact and be referred to as the diminished reservation, or the remaining reserve, or just the reservation.

As for those individuals whose allotments were now soon to be situated in a newly created public domain, they were usually given the election to remain so situated or to relinquish their allotment and remove to the diminished reservation and/or the reservation and reselect therein. At a later date this whole process was sometimes repeated again on the same reservation and thus the original reservation would be eventually reduced to one-fourth of its original size with the ceded area restored to the public domain and opened to actual homesteaders.

Of course, in our hypothetical there would be no question as to the effect of the agreements, as ratified, on the boun-

daries of the original reservation. With each opening there would, of necessity, be a proper delineation of the area opened from the area remaining or the diminished reservation. In some cases the "public domain" terminology would appear in the text of the Act and in others it would not. In some cases the "diminished reservation" terminology would be repeatedly referred to in the text of the Act and in others it would not.

In any event, boundary questions over agreements of this type from this era have not been difficult for the courts to dispose of precisely because of the fact that only a portion of the reservations were open and there *necessarily exists* enough documentation related to the remaining or diminished reservation to resolve the issue.

However, the precise effect Congress intended acts similar in all respects to the above example to have, when the agreement provided for a cession of *all* of the unallotted land of the reservation, is a much more difficult determination and is *precisely* the situation presented in the instant case.

The difficulty arises in part because of the fact that if Respondent's reconstruction is correct, there would be no new or diminished reservation and therefore no new or diminished reservation boundaries for the agreement or Congress to be concerned with. Nevertheless, after the opening, the allotments would still be situated on the public domain surrounded by settlers in precisely the same fashion as those areas affected by the hypothetical partial opening discussed *supra*, and the reservation would have been just as effectively disestablished.[1] In addition thereto, in the instant case, the difficulty is compounded by the mountain of

1. Congress was also using this same basic cession format to extinguish reservations via cession agreements concluded with different tribes, each claiming some kind of title in the same area whether it was within or without the boundaries of the existing reservation they were residing upon.

Indian-related legislation that was pending before Congress at the time the Sisseton-Wahpeton Agreement was being considered. Consequently, there is very little legislative history even directly concerned with the Act which this Court must construe, and half of what is available is concerned with a "loyal scout claim" which the Sisseton-Wahpetons had insisted be included with a consideration of the cession agreement.

Thus the importance of construing the Act in a proper historical perspective, *however improper that perspective might now appear*, becomes even more a necessity in order to avoid what Respondent believes, in light of *Mattz*, *supra*, and *Seymour*, *supra*, might lead to a misconstruction of the crux of three decades of legislation. To this end, and for this purpose, Respondent will present (1) the detailed series of quotations from the surrounding circumstances and legislative history of the Sisseton-Wahpeton Act, (2) a comparison of the Sisseton-Wahpeton Agreement, in essence a cession agreement tailored to the Dawes Act, with another pure cession agreement, ratified and passed by the same Congress, the same day, in the same Act as the Sisseton-Wahpeton Agreement. All of the foregoing Respondent thinks will clearly establish that Congress did not intend any modification necessary under the Dawes Act to alter the fundamental precepts of the cession era — precepts which necessarily diminished or extinguished all reservations.

B. THE LEGISLATIVE HISTORY AND SURROUNDING CIRCUMSTANCES OF THE RATIFICATION OF THE 1889 SISSETON-WAHPETON CESSION AGREEMENT, WHICH WAS TAILORED TO THE DAWES ACT OF 1887, CONCLUSIVELY ESTABLISH THAT CONGRESS INTENDED TO DISESTABLISH THE LAKE TRAVERSE RESERVATION BY RESTORING ALL UNALLOTTED LAND THEREIN TO THE PUBLIC DOMAIN.

The history of the Sisseton-Wahpeton negotiations follows the same general pattern found in the histories of similar agreements. After a period of time the areas bordering reservations would become populous and in need of additional land. Shortly thereafter, citizens of these communities would begin to lobby for the opening of a portion of the nearby reservation by sending communications to the Commissioner of Indian Affairs and their congressional delegation to the effect that the reservation was a barrier to the general welfare of the country, and blocked the extension and construction of much needed railroads. They would argue that the Indians did not need the reservation, that they were already being allotted and that a large area should therefore be restored to the public domain and opened to homesteading. In general, the citizens were eventually successful.

In the case of the Lake Traverse Reservation, a banker from Milbank, South Dakota, set the process in motion by written communication of April 22, 1889, to the Secretary of Interior stating that the Lake Traverse Reservation was a "great detriment" to the area's "interests" and that it blocked the "progress of two or three lines of railroad" that they needed badly. Letter, Appendix I, 15. Additionally, Mr. Diggs informed the Secretary that the "opening of the reservation would give new impetus to immigration which has been attracted by government lands further west." Letter, Appendix I, 15.

On May 1, 1889, Mr. Diggs assembled a convention of eight counties in Watertown, South Dakota, to "take Action Relative to the Opening of the Sisseton Indian Reservation."

2. The construction of a railroad through a reservation involved a great deal of bureaucratic inertia.

3. Mr. Diggs was referring to the recent "opening" of the Great Sioux Reservation in South Dakota, which disestablished and restored to the public domain approximately 11,000,000 acres of land previously within the boundaries of the Great Sioux Reservation.

Resolution, Appendix I, 16. A resolution was prepared to the effect that the delegation would support the Indian "loyal scout claim" since this was necessary to obtain the consent of the Indians to opening the reservations to settlement — a reservation that was stated to be "lying in the midst of a well settled section of country . . . a barrier to the completion of railroads in course of construction or progress, and to the general welfare of the country," and "not now necessary to the interests of the Indians" since they had taken their allotments of lands. Resolution, Appendix I, 16.

The entire resolution was forwarded to the Acting Commissioner of Indian Affairs on May 4, 1889. Mr. Diggs then arranged a council with the leaders of the Sisseton-Wahpeton band, Chief Gabriel Renville and nine of his headmen. Again, members of the tribe expressed the view that if Mr. Diggs and his friends would help them clear up the "loyal scout claim" they would consent to the cession. In their words:

> We never thought to keep this reservation for our lifetime . . .
>
> Now that South Dakota has come in as a state we have some one to go to, to right our wrongs. The Indians have taken their land in severalty. They are waiting for patents. The Indians are anxious to get patents. We are willing the surplus land should be sold. We don't expect to keep reservation. We want to get the benefit of the sale. If the government will pay what they owe, we will be pleased with the opening. There will be left over allotments 880,000 acres. If the government pays what they owe, and pay what they agree per acre, we will be pleased with the opening. When the government asks me to do anything, I am always willing to do it. I hope you will try to get the government to do what is right.
>
> If the government will do this, it will benefit both the Indians and the whites [and illustrates by holding up a half a dozen keys in a perpendicular position, separately,], we all stand this way [and then, pressing them against each other,], we will be as one key. When the reservation is open we meet as one body. We be as one . . .

> If we get the money we will open up. Your committee needn't be discouraged, we will open up . . .
> We are anxious to become citizens and vote. We have laid before you all we have to say from our hearts. . . . The Minneapolis Tribune, May 22, 1889 at 1 (Appendix I, 19).

After the council, Mr. Diggs continued to bombard the Commissioner of Indian Affairs with questions of what could be done to facilitate an early opening. Letter, Appendix I, 21. On June 21, 1889, the Commissioner responded by forwarding the above mentioned resolution to the Secretary of the Interior with a cover letter wherein the Commissioner quoted the applicable section of the Dawes Act that made it lawful for the Secretary to negotiate with an Indian tribe:

> [F]or the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservation not allotted as such tribes shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of the Indians, which purchase shall not be complete until ratified by Congress, and the form and manner of executing such release shall also be prescribed by Congress . . .

and noted that the 1867 Treaty creating the reservation contained "no provisions applicable to such negotiations." Letter, Appendix I, 23.

He further stated that he thought it would "be for the best interests of the Indians to throw open to settlement a large portion of their surplus lands," and cautioned the Secretary that:

> Such negotiations can proceed no further than securing the consent of the Indians to the sale of such portion of the reservation as may be agreed upon, and determining the considerations for which they are willing to make the cession, these negotiations to be submitted for the approval of Congress, which alone can prescribe the form and manner of executing the necessary release. Letter, Appendix I, 24.

On August 13, 1889, a set of instructions "for the guidance of a Commission . . . to negotiate with the Sisseton and Wahpeton Indians for the sale of their surplus lands" was forwarded by T. J. Morgan, Commissioner of Indian Affairs, to the Secretary of the Interior for his approval. Letter, Appendix I, 25. The purpose, as per instructions, was for "negotiating with the Sisseton and Wahpeton Indians for the relinquishment of such portions of the Lake Traverse Reservation, not allotted, as said Indians may consent to release." Letter, Appendix I, 26.

Noting that the Treaty made "no provisions regarding the cession or relinquishment of the reservation or any portion thereof," the Commissioner stated:

> You will call a full council of the bands and submit the subject for their consideration. If a majority of such council determine to sell any portion of the reservation, you will then agree upon the quantity of land to be sold, and its location. . . .
> The terms and conditions agreed upon in Council, with the description of the lands to be relinquished, should be reduced to writing and incorporated in the accompanying form of agreement. . . . Letter, Appendix I, 27.[4]

By November 12, 1889, three gentlemen were finally chosen to represent the government in the upcoming negotiations: Charles A. Maxwell, Esq., Chief of the Land Division of the Department of the Interior, Hon. E. Whittlesey, Secretary of

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4. At this point the Commissioner did not contemplate a cession of all the surplus lands. *See* Note 21, *infra*.

the Board of Indian Commissioners, and the aforementioned Hon. D. W. Diggs. Letter, Appendix I, 29.

On November 29, 1889, the Commission arrived at the Sisseton Agency on the Lake Traverse Reservation. A Council was convened and the sessions continued over the next two weeks.

Initially General Whittlesey explained the purpose of their visit:

> General Whittlesey: We greet you all as friends. We know that you are our friends and we are your friends. We do not forget the friendship shown by you in 1862. We know how you have worked since you have been on this reservation for yourselves and for your children. Now you have selected your lands and have patents from the Government. You own those lands and they cannot be taken from you. More than that, you now stand in a new position as citizens of the United States and of South Dakota. You are under the same laws that other people have to obey and are protected by the same laws that protect other people. Coming to this position you need something to make this new start in life. You have a *tract of land* which is unoccupied and of no use to you, and you have been reported in Washington as wishing to dispose of some of those lands; they are yours and no one wishes to take them from you. There is this difference between you and other land-owners, you can *sell* only to the Government of the United States. This being the situation the Secretary of the Interior has sent us here to consult with you about your land. In order that you may know that what I have said is true, I will read to you the instructions from the Secretary. S. Exec. Doc. No. 66, 51st Cong., 1st Sess. 16

5. Other gentlemen were considered and rejected as evidenced by the series of correspondence from September through November of 1889. Therein the negotiations were variously referred to as encompassing "sale of their surplus land in their reservation . . . sale of a portion of the surplus land of their reservation . . . sale of their surplus lands . . . sale of their unallotted lands . . . negotiations as to their surplus lands . . . sale of the surplus lands in the Lake Traverse Reservation."

> (1890), containing Council Transcripts (hereinafter cited as C.T. at) (emphasis added).

However, as far as Gabriel Renville was concerned there were other issues that continued to be conditions precedent to any discussions of a sale of the reservation:

> Gabriel Renville: They feel that they are not ready to speak of the surplus lands at present. At a meeting at Big Cooley last summer we told our friends Mr. Diggs and General Pease that there were some things in the way of our *selling* the surplus lands. There were three things in the way. The first is that the Government owes us. We have tried to get it, but cannot. The second is that an error was made in the survey of this reservation, and we claim a piece which we ask be counted in with the surplus lands. We have received our patents since the meeting at Big Cooley, which was at that time the third thing. My friend Diggs went with me to Washington to consult the authorities in regard to these matters. I presented my claim to the Secretary. The Secretary told me that that office would do all in its power to have our claim allowed. The feeling among the people is not that they do not intend to *sell* at all, but what we want is that our claim be allowed first. After that, if a commission comes we will sell to them if we can agree on terms. . . . In 1872 a commission came here, to treat for the lands lying between here and Devil's Lake. The commission called it 8,000,000, but it contained when surveyed 17,000,000 acres. We do not claim anything on this, but think that the little mistake in survey ought to be corrected. We simply want the amount of land included in the surplus land when sold. C.T. at 17 (emphasis added).

General Whittlesey responded with a compromise which was eventually agreed upon:

> General Whittlesey: If we should have the back claim and the opening of the reservation all in one agreement one would help the other. Now we should be glad to hear from you about one thing. If

you should be willing to sell this land how much would you ask per acre? I mean if the claim and *sale of land* was on one agreement. C.T. at 18 (emphasis added).

The only other exchanges of any significance that were concerned with the specifics of the question in issue were:

Mr. Diggs: The adjacent counties want this reservation opened, and also we were interested in your welfare. It would not only help you but it would help them. Now you see we were interested in having the reservation opened while you were interested in having your claim paid. Your interests and ours have come together.

The people who wanted the reservation opened appointed a committee, Mr. Crossfield, General Pease, and myself, to go to Washington to attend to both of these matters. Chief Renville, Mr. Crawford, and this committee went to Washington and talked the matter over. The officers understand that you want the reservation opened and have sent these gentlemen here. They know all about your affairs.

Our proposition is this: After setting aside lands for schools, churches, and any who may not have received allotments, to buy the balance. When we have agreed on a price per acre, we recommend that the back annuities be paid first, from 1862 to date; second, that the surplus lands be paid for at a price agreed upon; these are the two points. We have several members of Congress from the Dakotas. These men are all in sympathy with and will work together to get the bill through. I have in my pocket a letter from one of the Senators saying, "I hope you will make a good treaty with those Indians; I will help get it through." . . . The opening of this reservation can carry your claim through, because by passing your bill they please you and get your votes, and by opening the reservation please the whites.

Gabriel Renville: We are friends; first settle our claim and then we will listen and talk with you about our surplus land.

I have spoken for all of the people, and it is their wish that I should say these things. *In the past*

there has been lots of land sold, but we have not benefited by the sales. In 1867 they promised us they would help us, but they have not helped us very much for many years. Let them first settle our claim and then we will talk about our surplus lands. We are now citizens and can talk with you as such, and do not care to talk about shoe pacs, etc., but cash. *We can buy for oursleves what we need if payment is made in cash, and then we do not care to have the agency here after the surplus lands have been sold.* The people have asked me to say this as their wish.

General Whittlesey: We were sent here to ask you *what land you wish to sell* and to make such arrangements and conditions as we agree upon . . . We have written out here all about the sale of the surplus lands and the payment of this money. It is a long paper and would take me a long time to read it. (Here a synopsis of the agreement or proposition was read.)

Michael Renville: We have only said that when the *sale of surplus lands* is considered we would ask that one hundred sixty acres be given to each member of the tribe. You spoke of money due us, some of us think it ought to come to all who belong here, while others think that none but scouts should receive it. We said in council that we would not sell surplus lands until back annuities were paid, but you say that if the lands are now sold the back annuities would be paid at the same time. This pleases us. We want a transcript of the agreement so that we can take it and consider it.

General Whittlesey: About the land matter. We have been told that some of you have been dissatisfied because some of you get only 40 and 80 acres of land so we have put in this agreement an equal division of land so that each will receive 160 acres. That will include the children born since the allotments of land. These were the two conditions made by you in regard to the sale of the surplus land. Third point. After you have received your back annuities, each receives 160 acres of land; *you will sell all that is left . . . Do you wish to sell your*

lands? How much land do you wish to sell and how much will you ask per acre for the lands you wish to sell? *We have heard you wish to sell all after allotments have been made.*

Mr. Diggs: That this reservation was given you in place of all back annuities according to the Third Article of the Treaty. After I have read that article I want to explain how we hope to overcome that. (Here third article of treaty approved February 19, 1867, was read). Now, I tell you what a lawyer would say; he would say that you were not entitled to back annuities because you received this land for it. You would say that it was yours already; then the lawyer would say that if one was void all was void and you have no land. How are we to overcome that? Our Congressmen are your lawyers and we shall put in their mouths this agrument: "These people have been wrongfully kept out of this annuity and it is *but justice to them that you should admit it and that they be permitted to sell it* [i.e., the reservation] for their benefit as in part for injustice done them." Now, for the benefit you will receive in addition to annuities.

This reservation will be quickly settled by whites, bringing the arts of civilization, establishing schools in every township, so that you can send your children to school without sending them miles away, and I have no doubt you will have entire control of all money coming to you, there being no use for Government schools. Another advantage is, that the whites will exchange work with you. This will enable you to cultivate 50 acres where you now cultivate 10.

There are other advantages which I have not mentioned. One is you will have towns and railroads and good markets near you. All this will make your lands more valuable.

Chief Renville: *It took two summers on the Big Sioux Reservation [referring to the negotiations that preceeded the 1889 Act that disestablished approximately one half of the Great Sioux Reservation] and at White Earth Agency. We do not care to do this in a hurry. We first decided not to sell* until after scout bill was paid, but we reconsidered

yesterday and have made up our minds to do something, but you would not hear us — . . . We know these extracts of laws. We know that a change was made in the *taking of land out West*, and also on the 3 per cent interest. If they can change the law in regard to the taking of land they can do so in regard to the 3 per cent. *We have decided to sell all of the surplus after each has received 160 acres.* We know that the money due us on the treaty of 1851 is ours, and it has pleased us to have that in. In regard to the people out West selling for $1.25 per acre, we know that one acre of our land is worth ten of theirs [Great Sioux, supra]. In 1872 a commission came here and took all we had outside of this reservation for 5 cents per acre, and in *1851 the very best of our lands were sold* at less than 1 cent per acre. *This little reservation is ours, and all we have left. There is nothing in our treaty that says that we must sell. It was given us as a permanent home, but now we have decided to sell* for $5 an acre. . . . I do not blame you for not doing all we ask. You are only following instructions of superior officers. Mr. Diggs, are we citizens of the United States?

Mr. Diggs answered: The laws of South Dakota regards you as such, but you are regarded as Indians by the Government as long as you are dependent on it.

Mr. Maxwell said: The fact of an Indian becoming a citizen of the United States does not make him other than an Indian. It does not change his blood or race. Citizenship is a political privilege, while the race of the man shows what he is. Michael Renville asks if they can vote?

Answer (by Commision) Yes.

Mr. Diggs said: You cease to be Indians when the reservation is open and you are drawing interest on money as citizens.

General Whittlesey: I will not weary you with a long talk this morning. When we closed yesterday there was one thing that seemed to be in the way; that was the interest on the amount to be paid for the land and how it should be paid.

Gabriel Renville: There has never been money paid to Indians in a lump in payment for lands. The Government always owes for the land and pays the

interest on the amount the same as when one of you borrow money from another.

General Whittlesey: I do not want any mistake to go out. I want you to understand this agreement. It says that the interest is 3 per cent. In this letter we say that it ought to be 5 per cent, and we ask the honorable Secretary to ask Congress to say it will be 5 per cent. We have also promised to do all we can to make it 5 per cent, and I think you will have the help of the Representatives from Dakota. Now I believe that all understand this. We have talked a long time. If we should stay to hear more my hair could not get much whiter, but I would become too old to act. This is just as we explained it yesterday. We give you an opportunity to sign, but if all of you decide not to sign you have that right, but if you sign you put a great deal of work on us.

Gabriel Renville: Why is it that it takes three-fourths at other agencies to rule while with us you say it takes only a majority. Our treaty does not provide for the *sale of this land* at any time.

General Whittlesey: My friend Gabriel know that among white people a majority rules.

Simonds: This paper is presented for signatures and I have said that I will sign. I am playing no game. I am doing what is right. I have already said that I will sign and will do so now. C.T. at 19-20, 21, 22, 24, 25, 26, 27, 28-29 (emphasis added).

It took an additional three days for the Commission to obtain the required majority of adult male signatures and on December 27, 1889, the signed agreement and their report thereon was forwarded to the Commissioner of Indian Affairs. This report is essentially a condensation of events which occurred during the Council containing the same "selling of their reservation" terminology.

On January 28, 1890, the Commissioner of Indian Affairs forwarded the above document and his report to the Secretary of the Interior stating in part that:

It appears from the report and the accompanying papers that an agreement was reached with said Indians, which is in substance as follows, to wit.

By Article I, the Indians cede, sell, relinquish, and convey to the United States all the unallotted land within the reservation remaining after the allotments and additional allotments provided for in Article IV shall have been made.

Article II provides that the United States will pay to the Indians $2.50 per acre for the land ceded.

Article III provides for the payment of back annuities, and continues the annuities of $18,400 until July 1, 1901.

Article IV provides for the equalization of allotments so that each person, including married women, shall have 160 acres. S. Exec. Doc. No. 66, 51st Cong., 1st Sess. 3 (1890).

In all, the Commissioner noted that there would be approximately "662,780 acres to which the Indian title is extinguished by the terms of the agreement calling for an appropriation 'for the ceded lands, . . . 662,780 acres at $2.50 per acre, $1,656,950.00.' " S. Exec. Doc. No. 66, 51st Cong., 1st Sess. 5 (1890).

On February 8, 1890, the Secretary of the Interior, John W. Noble, forwarded all of the above documents and his report to President Benjamin Harrison. Secretary Noble reiterated that:

By the agreement the said Indians cede, sell, relinquish, and convey to the United States all their right, title, and interest in and to the unallotted lands within the Lake Traverse Reservation in North and South Dakota, remaining after certain additional allotments provided for shall have been made, at the uniform price of *two dollars and fifty cents per acre.*

Allotments were made in 1887 upon this reservation to all who applied for and were found entitled thereto, in quantities as provided in the act of Congress approved February 8, 1887 (24 Stats., 388), under the fifth section of which the

> negotiations resulting in the agreement now presented were conducted.
>
> The Indians, however, were dissatisfied with said quantities (160 acres to each head of a family, 80 acres to each single person over eighteen years of age and to each orphan under that age, and 40 acres to each other single person under eighteen years of age), and insisted as a condition of the sale of their surplus lands that there should be allotted to each individual member of the band, without regard to age or condition, a sufficient quantity, in addition to the amount heretofore allotted, to make 160 acres. The fourth article of the Agreement accordingly provides for such additional allotments. S. Exec. Doc. No. 66, 51st Cong., 1st Sess. 2 (1890).

President Harrison's report and all of the above documents were then presented to Congress on February 18, 1890. In the President's message it was noted that:

> Perhaps the question of the payment by the United States of the annuities which were forfeited by the Act of February 16, 1863 (12 Stats., 652), should not have been considered in connection with this negotiation for the cession of these lands. But it appears that a refusal to consider this claim would have terminated the negotiation, and if the claim is just this allowance has already been too long delayed. S. Exec. Doc. No. 66, 51st Cong., 1st Sess. 1 (1890).

The very next day the Vice President presented the President's message and accompanying papers to the Senate. 21 Cong. Rec. 1470 (1890). Senator Dawes then immediately moved that they be referred to the Committee on Indian Affairs and printed. 21 Cong. Rec. 1470 (1890). The same procedure was followed in the House on February 20, 1890, and, in addition, the entire text of the agreement was published in the *Congressional Record* at the request of Mr. Gifford from South Dakota. 21 Cong. Rec. 1549 (1890).

On February 21, 1890, Mr. Gifford introduced Bill H.R. 7309 to ratify and confirm the agreement which was referred to the Committee on Indian Affairs but never reported back. 21 Cong. Rec. 1638 (1890).

The agreement next surfaces in the Senate on March 21, 1890, with a Mr. Moody introducing Bill S. 3216 to ratify and confirm on behalf of Mr. Pettigrew from South Dakota who prepared the Bill but could not be present to introduce it. 21 Cong. Rec. 2455 (1890). It was then referred to the Committee on Indian Affairs and on April 11, 1890, Mr. Pettigrew submitted S. Rep. 661 to the House. 21 Cong. Rec. 3278 (1890). Only four paragraphs of the six page report were concerned with the cession agreement:[6]

> The Committee on Indian Affairs, to whom was referred Senate bill No. 3216, to ratify and confirm an agreement with the Sisseton and Wahpeton bands of Dakotas or Sioux Indians, and for other purposes, have considered the same, and respectfully submit the following report:
>
> The negotiations of said agreement was made under authority conferred upon the Secretary of the Interior by the fifth section of the act of Congress approved February 8, 1887 (24 Stats., 388).
>
> By the terms of this agreement the said bands of Indians agreed to *cede, sell, relinquish, and convey* to the United States the unallotted lands within the Lake Traverse Reservation on the following conditions, to wit: That certain annuities claimed by them to have been unjustly withheld or forfeited under the act of February 16, 1863 (12 Stats., 652), be restored and paid; that an equalization of allotments be made, so as to give each Indian, without regard to age, sex, or condition, 160 acres; that the purchase price of the residue of their lands be fixed at two dollars and fifty cents per acre, and the proceeds thereof be held in trust by the Government for the sole use and benefit, the same, with the interest thereon, to be at all times subject to appropriation by Congress for their education and civilization. . . .

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6. The remainder of the report dealt with the "loyal scout claims." S. Exec. Doc. No. 66, 51 Cong., 1st Sess. (1890).

As to the equalization of allotments on the basis of 160 acres, provided in the bill, *when viewed in the light of the fact that the additional allotments are in lieu of any residue which, under their title, these Indians could have reserved for the future benefit of their families*, and the further fact that they are soon to assume the responsibilities of citizenship, with all it implies respecting the moral and material welfare of their families, we think that the departure from the general allotment act of 1887 in the case of these Indians is just and proper and should be allowed. This policy is recommended by the Commissioner of Indian Affairs in his last annual report.

This reservation contains 918,780 acres of agricultural lands, 127,887 of which have been allotted to the Sisseton and Wahpeton Indians under the act of Congress approved February 8, 1887 (24 Stats., 388). The additional allotments, as provided in article 4 of the agreement, will require 112,113 acres, making a total of 240,002 acres, which leaves a surplus, *including* the lands occupied by the agency and missionary societies, of 678,778 acres, *the Indian title to which will be extinguished by the terms of the agreement*. The cost of the purchase, at $2.50 per acre, will amount to $1,696,945, which is to be a trust fund held by the United States for the benefit of these Indians. The appropriation named in the bill is estimated to cover the purchase, and pay the back annuities.

Respecting the purchase price of the surplus lands, $2.50 per acre would, at first thought, appear too high; but considering the situation of this tract and the character of the land, in respect to its exceptional fertility and commercial value, the price is not unreasonable. This tract is well timbered and watered, which greatly enhances the value of prairie lands for general agricultural purposes, and besides it is surrounded by populous and prosperous agricultural communities in Minnesota and the two Dakotas, and is also easily accessible by railways. With sundry amendments relating only to the execution of the provisions of the bill, we recommend that the agreement be ratified and confirmed and that the bill as amended do pass. S. Rep. 661, 51st Cong., 1st Sess. 1, 3-4 (1890) (emphasis added).

It was not until May 17, 1890, that the Bill was presented for debate and then there was no debate at all — a four section standard amendment, one of which provided for homestead entry, was inserted and agreed to, and the Bill passed the Senate. 21 Cong. Rec. 4828 (1890).

In the meantime, Bill H.R. 9192 had been introduced in the House by Mr. Hall from the Committee on Indian Affairs on April 9, 1890. 21 Cong. Rec. 3224 (1890). The report thereon contains language similar to S. Rep. No. 661:

> The Committee on Indian Affairs to whom was referred an agreement with the Sisseton and Wahpeton bands of Sioux or Dakota Indians for the purchase and release of surplus lands in the Lake Traverse Reservation, also a bill submitted by the honorable Commissioner of Indian Affairs to ratify and confirm the same, and for other purposes (Senate Ex. Doc. No. 66, fifty-first Cong., 1st Sess.), have carefully considered the same and respectfully submit the following report:
>
> The said agreement was duly executed December 12, 1889, under the authority conferred upon the honorable Secretary of the Interior by the fifth section of the act of Congress approved February 8, 1887 (24 Stats., 388).
>
> By the terms of said agreement the said bands of Indians agreed to *cede, sell, relinquish, and convey* to the United States all unallotted land within the reservation on the following conditions, to wit: That a restitution be made of certain annuities claimed by them to have been wrongfully withheld; that additional allotments be made so as to secure to each member of the bands, without regard to age, sex, or condition, 160 acres; that the purchase price of the surplus lands shall be fixed at $2.50 per acre, and that the proceeds thereof be held in trust by the Government for their sole use and benefit, the same with accrued interest, to be at all times subject to appropriation by Congress for their education and civilization .

Appendix to eight of the nine pages in this report are [illegible] the "Head right claims." S. Rep. 661, 51st Cong., 1st Sess. (1890).

The records of the Indian Office show that the Lake Traverse Reservation contains 918,780 acres of agricultural lands, and that 127,887 of which have been allotted under the act of February 8, 1887 (24 Stats., 388). It will require to make the additional allotments, as provided in article 4 of the agreement, 112,113 acres, leaving a balance or surplus of 678,778 acres, *the Indian title to which will be extinquished by the terms of the agreement*. We are of the opinion that the equalization of allotments on the basis of 160 acres, as provided in the agreement, in view of the fact that these Indians have for many years adopted civilized habits and agricultural pursuits, and are soon to assume the responsibilities of citizenship, with all it implies respecting the maintenance of their family obligations to provide for the future material welfare of their children, and the future fact that the additional allotments are in lieu of any residue which, under their title, they might have retained for the minor children of their respective families, is a just and reasonable provision. The policy of equalizing allotments in quantities of 160 acres is recommended by the honorable Commissioner of Indian Affairs in his annual report, and he heartily approves this article of the agreement. (*See* his letter of January 28, 1890, submitted as a part of our report).

The stipulation in Article II of the agreement, fixing the purchase price at $2.50 per acre, would appear perhaps at first thought, too high, but taking into consideration the character of the tract, being well supplied with water and timber, its exceptional fertility; the average value of the unimproved lands in the vicinity of this reservation, surrounded as it is with the populous and prosperous agricultural communities of the Dakotas and Minnesota, and its accessibility by railways, we think the price is just and equitable and within the purview of the act of February 8, 1887 (23, Stat., 388). . . .

We have further amended the bill providing for the purchase of the sixteenth and thirty-sixth sections by the States wherein it is located, also limiting the settlement of the surplus lands to entries under the homestead laws, and requiring the entrymen to pay $2.50 per acre before patent shall issue, and prescribing the mode of payment. With the amendments indicated in this report, we recommend that the agreement be ratified and confirmed and that the bill for carrying out its provisions do pass. H.R. Rep. 1356, 51st Cong., 1st Sess. 1, 8, 9 (1890) (emphasis added).

This bill was evidently tabled when the Senate passed the version referred to above two days later.

The version that passed the Senate, S. 3216 was referred to the House in May, 1890, and sent to the House Committee on Indian Affairs. 21 Cong. Rec. 4947 (1890). On June 3, 1890, Mr. Gifford, from the House Committee on Indian Affairs, presented the Senate Bill, with an amendment:

> Mr. GIFFORD, from the Committee on Indian Affairs, reported with amendment the bill of the Senate (S. 3216) to ratify and confirm an agreement with the Sisseton and Wahpeton bands of Dakota and Sioux Indians, and for other purposes, accompanied by Report No. 2271 . . . 21 Cong. Rec. 5566 (1890).

It was then placed on the House Calendar but for some reason did not come up for debate until September 29, 1890. On that date it was again Mr. Gifford who presented the Bill:

> Mr. PERKINS. I yield to the gentleman from South Dakota [Mr. Gifford].
> Mr. GIFFORD. Mr. Speaker, I desire to present the following Senate bill which I sent to the Clerk's desk. The Clerk read the title of the bill as follows:
> A Bill (S. 3216) to ratify and confirm an agreement with the Sisseton and Wahpeton band of Dakota or Sioux Indians, and for other purposes.
> Mr. GIFFORD. Mr. Speaker, with the permission of the House, I will make a brief statement with regard to this Bill.
> Mr. KILGORE. Let the bill be read.
> Mr. GIFFORD. It is a long bill, and I will make a brief statement as to its provisions if there is no objection.

The SPEAKER pro tempore. Without unanimous consent is given the bill will have to be read at length.
Mr. GIFFORD. I want to make a brief statement before the bill is read, if I may have unanimous consent to do so. This bill ratifies an agreement made with Indians in South Dakota, something like one thousand Indians, for the *cession or opening* to settlement of a portion of their reservation. The portion opened to settlement amounts to about 700,000 acres of land, 678,000 acres. There are something like 900,000 acres in the total reservation. These Indians have all taken their allotments. They are civilized Indians, not blanket Indians. There remained unallotted for their use and benefit 112,000 acres in round numbers. By the terms of the agreement it is proposed to pay to these Indians the sum of $2.50 per acre. The agreement is perfectly satisfactory to the Indians and to all the parties concerned. The $2.50 per acre will be paid back by the settlers, or, in other words, the Government is reimbursed for the value of the land paid to these Indians for the land. It will be paid back into the Treasury of the United States by the settlers whenever the land is taken and occupied for settlement which will be at once.

In addition to that there is a provision in the bill paying to these Indians something like $450,000 in round numbers for back annuities. These Indians were a part of the Wahpeton band in Minnesota. In 1862 the Government stopped their annuities. About that time a certain number of this band enlisted in the Army of the United States. They served under Sully and Sibley in the Indian Wars of the Northwest and some of them, I think, went south. A provision in this bill proposes to reinstate the annuities of these loyal Indians, but only of the loyal Indians. That, in substance, is a statement of the provisions of the bill. I do not ask to have the bill read at length unless these gentlemen desire it, or unless it will obviate the necessity of going into Committee of the Whole. I do not care to take up the time of the House.
Mr. HOOKER. Does this bill contain an appropriation of money?
Mr. GIFFORD. Yes.
Mr. HOOKER. Then let it go to the Committee of the Whole.
Mr. GIFFORD. Do you insist upon the objection?
Mr. HOOKER. I think so, yes.
Mr. GIFFORD. I would very much desire to have the bill disposed of before Congress adjourns.
Mr. HOOKER. There is no objection to that. This will not prevent its being considered at all.
Mr. GIFFORD. We will have to withdraw the bill, then, if the gentleman insists.
Mr. PERKINS. I yield to the gentleman from Oregon (Mr. HERMANN) for the purpose of calling up a bill . . . 21 Cong. Rec. 10699-10700 (1890) (emphasis added).

From this date forward, the Sisseton-Wahpeton Agreement would never again receive individual attention from the members of Congress. S. 3216 was not placed before either the House or the Senate again and it is not until February of the next year that the agreement emerges from the Washington maze.

Since the introduction of the Indian Appropriation Bill in the latter part of January, 1891, the House had been engaged in a general discussion of the various aspects of the Indian question. Nothing of earth-shaking consequence appears in over fifty pages of the *Congressional Record* that now record the general opinions of the Congressmen on everything from Indian education to Indian wars.

However, on February 16, 1891, Congressman Perkins, a representative from Kansas, proposed an amendment to the Indian Appropriation Bill that would throw both houses of Congress into a general debate for over a month. This amendment incorporated the complete text of five cession agreements, one of which was the Sisseton-Wahpeton Agreement.[8] 22 Cong. Rec. 2762 (1891).

The fact that five agreements were considered *in toto* is, as far as Respondent is concerned, both advantageous and dis-

8. Four of the five, were pure cession agreements. The fifth, the Sisseton-Wahpeton agreement, was a cession agreement tailored to the Dawes Act of 1887.

advantageous: Advantageous in that the information that can be gleaned from the extended remarks by the Congressmen on just about every type or variation of cession agreement that had ever existed provides some remarkable insight into what Congress meant by the cession and opening of a reservation or parts thereof in general; disadvantageous in that the Sisseton-Wahpeton Agreement received very little individual attention and therefore what could have been an excellent source from which to determine congressional intent does not even exist for all practical purposes.

For example, but for the reading of the text of the agreement and the amendments into the Record, all of the extended remarks on the Sisseton-Wahpeton Agreement specifically, could be condensed to less than four pages.[9] The first of these remarks was on February 17, 1891, when a Mr. Holman of Indiana was apprehensive about whether the lands would be opened under the Homestead Law and hence preclude speculation:

> Mr. HOLMAN. I wish to say to my friend from Arkansas [Mr. PEEL] that the main objection to this amendment and especially to the treaties with the Sioux of North and South Dakota, and with the Coeur d'Alene Indians, is this: That the lands are to be disposed of upon a principle entirely different from that contemplated by the homestead law. In view of the fact that the lands we are now acquiring from the Indians with the exception of the western portions of the Indian Territory, are the best lands remaining, and the only ones, practically, which are adapted to settlement without irrigation, it does seem to me that if there ever were any lands to which the homestead feature of the law ought to apply, it should apply to these lands.
>
> I think, notwithstanding the fact the $1.25 an acre has to be paid for some of these lands, namely,

9. Because this portion of the *Congressional Record* is the debate on what would eventually become the Act of March 3, 1891, Respondent has set forth, infra, the entire text of that portion of the debate which was concerned with the Sisseton-Wahpeton agreement.

> those ceded by the Coeur d'Alene Indians, and that $2.50 an acre is to be paid for those ceded by the branch of the Soux Indians in the Dakotas — notwithstanding these payments are to be made, that is no reason whatever why the homestead principle should be abandoned. *I insist upon that as the only way in which you can prevent speculation in your public lands* and I trust my friend from Kansas [MR. PERKINS] will not even desire that the disgraceful scenes witnessed in the settlement of Oklahoma shall again occur in this country; the spectacle of speculators seeking to seize land, and then pressing upon Congress legislation in violation of the principles of the homestead law, by which to acquire their title.
>
> Mr. PERKINS. My friend will allow me to suggest that at the time he speaks of the only provision of law opening these lands to settlement was the homestead law.
>
> Mr. HOLMAN. Well, not strictly; but the hope was manifestly held out that that law would be modified.
>
> Mr. PERKINS. Oh, no.
>
> Mr. HOLMAN. I live in a section of the country from which there was a heavy emigration to Oklahoma. As a general rule persons went there for the purpose of speculation and not for the purpose of obtaining homes.
>
> Mr. GIFFORD. If my friend from Indiana will permit me, I will say that under the agreement ratifying the treaty made with the Sisseton and Wahpeton Indiars the lands are only *open to homestead settlers*, and they are to be paid for at the rate of $2.50 an acre.
>
> Mr. HOLMAN. But the provision is deceptive, as my friend will see.
>
> Mr. PICKLER. Oh, no, it is not.
>
> Mr. GIFFORD. The gentleman will see by referring to section 5.
>
> Mr. PERKINS. If the gentleman wishes to offer an amendment covering the proviso that he states I will not interpose any objection.
>
> Mr. ROGERS. That is right.
>
> Mr. HOLMAN. I want to say to my friend that the proviso he refers to reads as follows: *Provided*, that the settlers upon said lands shall be permitted to purchase the same at the rate of $2.50 per acre, one-

fourth to be paid in cash and the balance in three equal annual installments until paid, and patents shall not issue until the settlers or entrymen shall have paid to the United States the sum of $2.50 per acre. My friend will see that nothing is said about the homestead law.

Mr. GIFFORD. But in Section five of that bill that is provided for.

Mr. HOLMAN. Section Five does not apply here.

Mr. GIFFORD. I do not agree with the gentleman about that. But in any event we are perfectly willing to accept an amendment making the *lands open to homestead settlers only*, because that is what we want.

Mr. HOLMAN. I propose this amendment:

Provided, further, That all the lands *ceded* to the United States by said treaties which shall be subject to entry and settlement shall be disposed of under the provisions of the homestead law in all respects whatever, except as to the payment therefor, as provided by law, and except also as to Section 2301 of the Revised Statutes, which shall not apply to such lands. Those are the two exceptions I wish to make.

Mr. PICKLER. What is the Section of the Revised Statutes which you provide shall not apply?

Mr. HOLMAN. That is the commutation clause. I wish to call my friend's attention to the fact that if the $2.50 sales are made, retaining that section, then at the end of six months, unless the bill is amended, a purchaser may pay the $2.50 an acre, which opens up this whole great body of land to speculation; a thing that ought not be thought of at this time.

Mr. GIFFORD. I, for one, am willing to accept the amendment, because I wish to see the same object accomplished which the gentleman intends.

Mr. PERKINS. I wish my friend from Indiana would send his amendment to the Clerk's desk so that it may be read. I did not quite comprehend it.

Mr. HOLMAN. This will require that the several provisions shall be stricken out which would be in conflict with this.

Mr. PERKINS. Certainly.

Mr. WILSON, of Washington. I want to ascertain the gentleman's views on this matter.

The CHAIRMAN. The amendment of the gentleman from Indiana will be read.

The Clerk read as follows: *Provided further*,

That all the lands *ceded* to the United States by said treaties which shall be subject to entry settlement shall be disposed of under the provisions of the homestead law in all respects whatever, except as to the payment therefor, as provided by law, and except also as to section 2301 of the Revised Statutes, which shall not apply to such lands.

Mr. HOLMAN. Now, Mr. Chairman, I wish to say but one word further. With the understanding that the proposition shall be accepted, and also that all the provisions in conflict with the provision shall be modified, I shall not so far as I am concerned, press the point of order.

Mr. PERKINS. I hope, Mr. Chairman, that that may be done.

Mr. WILSON, of Washington. Does the section of the Revised Statues apply to the commutation?

Mr. HOLMAN. Yes, sir.

Mr. WILSON, of Washington. And you want to eliminate that?

Mr. HOLMAN. Yes, sir. I wish to call the attention of the gentleman to the fact that, as to these two bands in South and North Dakota, *I think the vast body of land in the Dakotas occupied by the Sisseton and Wahpeton bands of Indians would go to the speculators if some such provision were not applied.*

Mr. PEEL. That amendment is acceptable.

The CHAIRMAN. Does the gentleman understand that the point of order is not pressed, and that this amendment is accepted?

Mr. HOLMAN. This amendment is to come in at line thirteen; and also the other proposition, that the other provisions of the bill be made to conform to it.

Mr. PERKINS. Certainly.

The CHAIRMAN. Is the point of order withdrawn?

Mr. HOOKER. I want to say a word upon that.

The CHAIRMAN. The gentleman from Mississippi. . . . 22 Cong. Rec. 2809-2810 (1891) (emphasis added).

The second reference to the Sisseton-Wahpeton Agreement was in the Senate on February 27, 1891. In response to a

statement by Senator Dawes that the agreement incorporated in the amendment had separately passed the Senate previously and those now in the amendment were simply copies thereof, Mr. Pettigrew remarked:

> Mr. PETTIGREW. I think the statement of the Senator from Massachusetts is entirely correct, except as to section 26, on page 203, with regard to the agreement with the Sisseton and Wahpeton Indians of South Dakota. In that instance the Senate passed a different provision with regard to the disposition of the lands of those Indians.
> Mr. DAWES. Mr. President, I am bound to correct myself, not only as suggested by the Senator, but to this extent as to each of them. In them all we have changed in this appropriation the price per acre, and we have provided that it shall be $1.50 per acre as to all of them except the Sisseton, which is to be $2.50 an acre, because that is what we paid to those Indians; and we have provided that it shall be paid by the homesteader in full within five years from the date of his first entry, and that one-half of it shall be paid in two years. Those changes as to the disposition of the lands enter into the seven agreements. I think I have stated it correctly now.
> We have also modified the disposition of the land. Of course, it is beyond our power to modify the agreements. The agreements are *in haec verba* as made by the commissioners, as read in the Senate, and as adopted by the Senate in separate bills.
> Now, Mr. President, I would like to escape the reading of that which it is proposed to strike out, and which is sixty or seventy pages, and the placing in its place of some number of pages, as I have suggested.
> Mr. CALL. Mr. President —
> The PRESIDING OFFICER. Does the Senator from South Dakota [Mr. PETTIGREW] yield to the Senator from Florida [Mr. CALL]?
> Mr. PETTIGREW. No, sir. There is one additional feature, and that is this: The bill, as it passed the Senate, gives the Sisseton and Wahpeton Indians 5 per cent interest upon their permanent fund, and this is the amount of interest which the United States has paid to the Sioux Indians upon the Sioux reservation [Great Sioux, *supra*] and to the Indians in the Indian Territory. It seems to me that these Indians who have been friendly to the government, not only in the past, but always, even during the Minnesota difficulty in 1862, ought not to be deprived of this 2 per cent interest. 22 Cong. Rec. 3453 (1891).

The third reference was also made by Mr. Pettigrew in the Senate and again was initially concerned with the "interest" question:

> Mr. ALLISON. I should like to know why this change is to be made?
> Mr. PETTIGREW. The amendment which I have offered is exactly the same as a bill which passed the Senate with regard to the disposition of these lands, except that it requires the homesteader to pay $1.50 per acre instead of $2.50 per acre and reserves for the benefit of the public schools sections 16 and 36.
> Mr. DAWES. So far as the last suggestion of the Senator is concerned, the Senator from Montana [Mr. SANDERS] has an amendment which applies to all of the agreements, prescribing that the sixteenth and thirty-sixth sections in all cases shall be reserved for schools.
> The reason why it is proposed to have the settler pay $2.50 for this land is because the land was of such value that we were obliged to pay that sum for it to the Sissetons and Wahpetons under the agreement. *We have paid a very large sum for this land, larger in proportion per acre than under any of the other agreements.* Therefore it was deemed wise that we should recover it back from the settler. It was stated by the commissioners before the Committee on Indian Affairs that this land was so valuable that it would be taken at $3 or $4 or $5 an acre, and it was suggested that we fix the price at $2.50 an acre, which they thought ought to be the minimum price for it. We should thereby come somewhere near reimbursing ourselves for the large sum paid for this land to the Sissetons and Wahpetons.
> Mr. EDMUNDS. How much do we pay the Indians?

Mr. DAWES. Two dollars and a half an acre. I hope, therefore, the amount fixed in the bill will not be reduced.

Mr. MORGAN. There is another reason connected with it, and that is that 160 acres is the largest amount that a man can buy of this land. It was supposed by the committee that, being confined to 160 acres at $2.50 an acre, the land being worth it, and worth a good deal more, it would draw into that country a better class of population, which was thought to be a good move.

Mr. EDMUNDS. Then we ought to disagree to the amendment of the Senator from South Dakota.

Mr. PETTIGREW. I wish to say that these are agricultural lands. As to the Coeur d'Alene reservation, under this same bill the settler is required to pay but $1.50 an acre, although we have agreed to pay over $500,000 for less than 200,000 acres, and I can see no reason why there should be any discrimination against the lands on the Sisseton and Wahpeton reservations.

Mr. DAWES, Let me read a little from this agreement:

In consideration for the lands ceded, sold, relinquished, and conveyed as aforesaid, the United States stipulates and agrees to pay to Sisseton and Wahpeton bands of Dakota or Sioux Indians, parties hereto, the sum of $2.50 per acre for each and every acre thereof.

Then it is agreed that the sum so paid shall be paid as provided in detail in the agreement. *Now, if we pay the Indian $2.50 an acre for this land and open it to settlement, the settler should be required to pay $2.50 an acre.*

Mr. PETTIGREW. I will answer the Senator from Massachusetts. *Under the agreement made heretofore with the Indians we have bought their lands and opened them to settlement under the homestead law at $1.25 per acre.* Under this bill we purchase the Coeur d'Alene reservation and pay $500,000 for 185,000 acres of land which is to be open to settlement at $1.50 per acre, and yet in the agreement with the Sissetons and Wahpetons this bill requires that the settler shall pay $2.50 an acre for lands which are purely agricultural and only suitable for settlement, and which I believe should be opened to settlement under the provisions of the homestead law.

There is no provision in this bill or in the ratification of any of these agreements which requires any settler to pay over a dollar and a half an acre, except in the land to be opened for settlement in the Sisseton and Wahpeton Reservation. I can see no reason why that exception should be drawn as to those lands. It is questionable whether they are as valuable as other lands which are to be opened under these agreements.

Mr. MORGAN. They are generally worth more than $2.50 an acre.

Mr. PETTIGREW. That is exceedingly doubtful, and I question whether they will be settled under the provisions of this proposed law, which requires the payment of $2.50 an acre.

Further than that, my amendment requires that sections 16 and 36 shall be donated for the purpose of supporting the common schools of the State of South Dakota. If that provision were rejected as to every reservation in the State of South Dakota when we were admitted into the Union, we would have lost more than half of all the school lands donated to the State, which would be unjust and unfair, and inasmuch as we received no grant of swamp lands whatever —

Mr. DAWES. If the Senator will allow me, $2.50 an acre is not all we give to these Indians, for in article 3 of the agreement it is provided.

The United States stipulates and agrees to pay to the Sisseton and Wahpeton bands of Dakota or Sioux Indians, parties hereto, per capita, the sum of $342,778.37, being the amount found to be due certain members of said bands of Indians who served in the armies of the United States against their own people when at war with the United States.

So that we have to make an appropriation of $342,778.37 for these Indians in this bill. 22 Cong. Rec. 3457-3458 (1891).

Three days later, with the bill in its final form, the question concerning the price the settlers were to pay the United States government for the land was raised once more:

> Mr. HOLMAN. . . . I would like to have the gentleman state the action taken in regard to the Sisseton lands.

Mr. PERKINS. I will say that the Senate amended the bill so that the lands should be opened to settlement only under the homestead laws of the United States, and the town-site laws, and the settlers are charged $2.50 per acre for the Sisseton and Wahpeton lands.
Mr. HOLMAN. For the whole of it?
Mr. PERKINS. For the whole of them.
Mr. HOLMAN. How is it as to the other lands?
Mr. PERKINS. *All are opened to settlement under the homestead law,* but the settlers are required to pay $1.50 per acre for the Coeur d'Alene lands, *and for the Fort Berthold and the Crow lands $1.50 an acre; and so with all the lands opened to settlement by the provisions of this bill except those acquired by the Sisseton and Wahpeton agreement, for which the settlers are to pay $2.50 per acre.*
Mr. HOLMAN. Now, in regard to the homestead provision. Is there any modification whatever in that?
Mr. PERKINS. None whatever; in fact, the Senate bill and the bill we have agreed upon is not as liberal in that particular as the bill we passed in the House. In the House we gave to those who had exercised the privilege of locating upon the prairies of the West under the homestead law, but who had subsequently lost their lands by contests, dry seasons or misfortunes, the opportunity to take these lands in Oklahoma the same as those who had never settled upon public land under the homestead law; but it was thought by the Senate conferees that this right was extended under the recent act of Congress repealing the pre-emption law, and so we receded from our disagreement.
Mr. HOLMAN. The balance of the homestead law, so far as applicable, except the section repealed, 2301, is covered by the bill.
Mr. PERKINS. The provisions of the homestead law are respected and upheld as to all the lands covered by the bill except as we amend the amendment of the Senate so as to preserve to the late Union soldiers and sailors the special privileges conferred upon them under the homestead law except as they pay the same price as the other settlers —
Mr. HOLMAN. Then except as to the last feature, which is expressed in the homestead law, the other laws are applied.

Mr. PERKINS. Except as before suggested, the lands are to be paid for by the settlers.
Mr. MANSUR. You charge the settlers $2.50 an acre for this land, which is a very poor illustration of the doctrine that you held that you wanted these lands for the poor.
Mr. PERKINS. *We paid the Indians for* them. We paid for the Sisseton and Wahpeton lands $2.50 an acre. It is said they are worth more than that. The commissioners who visited those Indians and conducted the *treaty* believed that they were worth $2.50 an acre, and consented to pay the Indians that price for them. In the Senate, as well as in the House, it was thought right to charge the settlers $2.50 an acre for them, and the bill as it passed the House charged the settlers for the lands the price paid the Indians for them. 22 Cong. Rec. 3784 (1891).[10]

The final reference to the Sisseton-Wahpeton Agreement was made on the day of passage:

Mr. GORMAN. Now, do I understand the Senator from Massachusetts to say that provision is made here for the Government to charge the settler the same amount per acre that Government has paid to the Indian for this land?
Mr. DAWES. Mr. President, the bill on its face, as nearly as it can be ascertained (there being some indefinite appropriations connected with it), is about $16,000,000. The Indian appropriation bill proper contains about $7,200,000. *The remainder of the*

10. The only other reference to the Sisseton-Wahpeton Agreement in the *Congressional Record* involved an emergency clause:

Mr. COCKRELL. I would like to ask the Senator in charge of the bill what is the change made in the amendment numbered 39?
Mr. DAWES. The report adds at the end of the amendment the words "to be immediately available." That is all the difference there is.
Mr. COCKRELL. "To be immediately available?"
Mr. DAWES. Yes.
Mr. COCKRELL. Instead of waiting until the end of the fiscal year?
Mr. DAWES. Exactly. Because those Indians were represented at the Department and by Senators here to be in a very distressed condition, it was thought better that the appropriation should be available in the spring rather than to wait until July. That is all. 22 Cong. Rec. 3877 (1891).

bill is made up of the other appropriations necessary to carry out the agreements that were made with Indians for the surrender of a large portion of their reservations to the public domain. In the main it has cost the United States between $1.25 and $1.50 an acre for some ten or eleven million acres of land. All this land is opened by this bill to settlement as part of the public domain upon the payment by the settler of $1.50 an acre, for all except that which was obtained from the Sisseton and Wahpeton reservation, which is open to settlement at $2.50 an acre, because the United States gave the Indians for the surrender $2.50 per acre. 22 Cong. Rec. 3879 (1891) (emphasis added).

The Bill passed the Senate a few minutes later and therefore, as the Court can see, very little specific information exists in the *Congressional Record* to aid this Court in the construction of the specific Act under consideration. However, as exemplified by the last remark of Senator Dawes, there does exist information from which Respondent thinks an accurate insight can be gained into the continuation of the whole cession policy in general and its necessary effects on the boundaries of any reservation or portions thereof and in this respect aid the Court to consider the Sisseton-Wahpeton Act in its proper historical perspective. As Senator Dawes stated:

> Mr. DAWES. . . . The remainder of the bill is made up of the other appropriations necessary to carry out the agreements that were made with Indians *for the surrender of a large portion of their reservations to the public domain.* In the main it has cost the United States between $1.25 and $1.50 an acre for some ten or eleven million acres of land. *All this land is opened by this bill to settlement as part of the public domain* upon the payment by the settler of $1.50 an acre, for all except that which was obtained from the Sisseton and Wahpeton reservation, which is open to settlement at $2.50 an acre, because the United States gave the Indians *for the surrender* $2.50 an acre. 22 Cong. Rec. 3879 (1891) (emphasis added).

In this one paragraph, the most influential and knowledgeable man that has ever participated in Indian Affairs in Congress sums up precisely and in clear and unambiguous language the sum total of congressional policy with respect to any cession agreement — and irrespective of whether it was tailored to conform to the Dawes Act of 1887. *The thrust of the whole process was to simply obtain a surrender of a reservation or a portion thereof to the public domain for the purpose of providing additional land to homesteaders, or in a more shorthand descriptive terminology, to "open the reservation" to homesteading.* More important than this singular remark however, is the fact that the essence of what is stated therein is repeatedly and expressly confirmed throughout the 250 other pages of the *Congressional Record* concerned with this Indian appropriation bill. Of course the 1887 Dawes Act was directly and indirectly involved. Most importantly, the individual members of the tribe were thereby assured of some permanent remnant of land via allotment and no "openings" or "cessions" would be had in derogation thereof.

But the crux of the whole process remained the same as the remarks of the other members of Congress indicate:

> Mr. PERKINS. Mr. Speaker, this bill is an important one. All the pending agreements or treaties for the *purchase of Indian lands* are ratified and confirmed by the provisions of this bill. Some of these agreements have been pending for Congressional action for many months. They had been negotiated with care, by men of ability and integrity, and good faith with the Indians, as well as justice to the pioneer settlers, demanded their approval and ratification.
>
> The bill carries the largest appropriation ever carried by an Indian appropriation bill, but *it extinguishes the Indian title to a great domain and opens it to settlement* by the hardy and progressive pioneers who in a short period of time will convert it into the abiding place of patriotic and enlightened homes, adding much to the development and

prosperity of our common country. 22 Cong. Rec. 3784 (1891) (emphasis added).

Mr. GORMAN. . . . Now, Mr. President, I think I have the right to characterize this as the most extraordinary proceeding. After spending the time here from the 1st Monday of December, during the whole Congress, in considering public matters, *we come for the first time to an Indian appropriation bill to deal with seven or eight treaties, to ratify them, to make provision for the disposal of the public lands that we have acquired by those treaties by the million acres,* in the very last hours of the session, when no Senator of the Committee on Appropriations or in this body can possibly know what this bill means, or how much is involved, or what will be the result of the *disposition of the public lands*. . .

The amount of money that the Senator from Massachusetts says is involved in these treaties is over $6,000,000. That is only a small part of it. The questions *how far the public lands have been disposed of* and in what way I have no doubt the Senator has investigated and the members of the Indian Committee have investigated to the very best of their ability in the time they have had to work, far into the night, to try to get the bill into shape.

Mr. MORGAN. . . . We had better proceed to ratify these treaties, these agreements, because the main part of the agreements not only relates to the *disposition of the public lands amongst the settlers,* but the agreements are all drawn up, they are signed by one Indian and another and another until we say that we have a majority of two-thirds or three-fourths — I forget which it is — of all these different tribes. The agreements are all embodied in writing. There is nothing to be done about them.

When we adopt this bill the statute will not change all these agreements. We do not pretend to make any modification or amendment of the agreements themselves. We merely ratify those, and then we take the estate we have acquired in this way, and after providing for the payment of the money, or whatever it is we have agreed to pay these Indians, *we take these landed estates and parcel and divide them out among the people in a fashion that we think is the most conducive to the occupancy of that country* by an honest, laborious, earnest, and faithful set of people. . . .

Mr. CALL. . . . They are intended to afford an outlet for the great mass of our people who are suffering from the economies which have existed during the existence of the Government. They are a great relief to the people, and they should be *opened for settlement* at the earliest possible day. 22 Cong. Rec. 3454-3455 (1891) (emphasis added).

Mr. GORMAN. Mr. President, I stated last night that, for the first time, so far as I know, in the history of legislation we find seven or eight treaties to be ratified tacked on an appropriation bill, which came in at so late an hour of the session that no member of the Committee on Appropriations, so far as I know, other than the Senator from Massachusetts, who is the chairman of the Committee on Indian Affairs and who had considered nearly all these questions in separate bills, can tell the Senate what is contained in the proposition. Of course we know that if these treaties are ratified we must appropriate $6,000,000 and *make provision for the disposition of from three to five or six million acres of the public domain; but it is done in such a way that I can not explain it to the Senator.* 22 Cong. Rec. 3527 (1891) (emphasis added).

In this respect one would expect to find the position of Respondent supported in the text of, and documents relating to, each of the separate cession agreements. After all, Senator Dawes and the other members of Congress had explicitly referred to and considered that the ratification of the agreements would restore so many acres of land to the "public domain."[11] Certainly, in no instance is there any indication from any member of Congress to infer otherwise. Admittedly, each of the agreements were, as Senator Dawes stated, "agreements made with these Indians by which they have agreed to surrender to the United States about ten million acres of land upon *different* terms agreed to with different tribes of Indians." 22 Cong. Rec. 3453 (1891)

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11. See, the specific remarks of the Commissioner of Indian Affairs attributing the same effect to the Sisseton-Wahpeton Agreement, *supra*, at 7, 8.

(emphasis added). And the terms of the agreements did vary as indicated by the comments of Senator Sanders.

> Mr. SANDERS. . . . I regret as much as any one that these agreements have come here in the shape they have. There are no two of them alike, although they were all prepared in the Indian Office in Washington. *Their crudeness would not justify the suspicion that they had been written by lawyers familiar with this subject.* The treaties themselves, as to that which is purchased by the United States, vary, and I desire to describe them briefly.
>
> In some of the agreements all lands within given exterior lines are sold by the Indians to the United States. *This sometimes is all the land they own, but generally is only a part of the reservation.* Second, in other treaties all lands are sold that have not been allotted to Indians in severalty, and as to these lands that are allotted a deduction is made. Third, there is here another class of agreements where all lands are sold except those which have been allotted and those which shall be allotted hereafter, and the time is prescribed in which the allotment shall transpire. 22 Cong. Rec. 3547 (1891) (emphasis added).

But in terms of the issue before this Court, the effect of ratification remained the same — irrespective of the fact that the Sisseton-Wahpeton cession had been tailored to the Dawes Act.

Unfortunately, allocation of time and resources does not permit Respondent to examine and present the documentation and surrounding circumstances of each of the other pure cession agreements which contain material relevant to the determination of the issue herein. However, for purposes of a general discussion and clarification, in addition to substantiating our position with respect to the continuance of the crux of the cession policy as modified by the Dawes Act, in general, the agreement with the Crow Tribe is deserving of some analysis

In the first instance, the 1890 agreement with the Crow Tribe of Indians is of the type wherein only a portion of the unallotted land of the reservation was sold to the United States; in this respect the situation is on nearly "all fours" with the hypothetical partial opening set forth at 11-15, *supra*. Hopefully, it also should serve to establish some sort of historical perspective to aid this Court in considering the more difficult (*See* 13-15, *supra*) but in all respects analagous situation when all of the unallotted land of a reservation is opened at once, as in the instant case.

C. THE LEGISLATIVE HISTORY AND SURROUNDING CIRCUMSTANCES OF THE RATIFICATION OF THE CROW CESSION AGREEMENT, WHICH WAS NOT TAILORED TO THE DAWES ACT OF 1887, BUT WAS RATIFIED BY CONGRESS ON THE SAME DAY, IN THE SAME BILL AS THE SISSETON-WAHPETON CESSION AGREEMENT, CONCLUSIVELY ESTABLISH THAT CONGRESS DID NOT ALTER THE FUNDAMENTAL PRECEPT OF CESSION AGREEMENTS.

1. General Background And Similarity.

The history of the Crow negotiations follows the same general pattern as the Sisseton-Wahpeton and others. The areas bordering the western portion of the reservation became populated and certain citizens began to lobby for the opening of a portion thereof. Eventually, Congress responded by enacting authorization providing:

> That the Secretary of the Interior is authorized and directed to appoint a commission consisting of three discreet persons, whose duty it shall be to negotiate with the Crow Indians for a surrender to the United States of all that portion of the reservation in Montana, or so much thereof as they will consent to surrender. . . . and to report to Congress the result of any such negotiation. But no agree-

> ment for any such surrender shall be valid until ratified by Congress. 21 Cong. Rec. 8778 (1890).[12]

As was the case in the Sisseton-Wahpeton negotiations, a portion of the Crow Reservation was allegedly a "barrier to settlement" and a "positive detriment" to the people of the state, as indicated in the House and Senate Reports:

> It will thus be seen that on the north, the west, and the south, this occupied portion of the Crow Reservation is surrounded by thrifty settlements of people devoted to the development of the resources of the contiguous country. This portion of the reservation constitutes a *barrier*, separating the people of the Yellowstone Valley from the settlements south of the reservation, and is, therefore, not only unproductive, but in its *present* condition, *under the jurisdiction of* the General Government *and not subject to settlement in any way*, this west end of the Crow Reservation is a positive detriment to the people of Montana, of no value whatever to the Crow Indian tribe. H.R. Rep. No. 80, 51st Cong., 1st Sess. 2 (1890) (emphasis added).

Pursuant to the authorization, the Secretary of the Interior immediately dispatched a Commission that with all due diligence procured an agreement with the members of the Crow Tribe on December 8, 1890. The transcript of the negotiations, while not as lengthy, contained remarks similar to the Sisseton-Wahpeton transcript:

> Mr. RICHARDSON. . . . The Great Father has sent us here on a mission: that mission is to talk to you about *buying a part of your land*. He desires to purchase a portion of your reservation for which he thinks you have little use; if he did not think so he would not have sent us. . . . Now the Great Father wants to *buy that land* and take the money and give it all to the Indians in various ways. . . . S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 10 (1891) (emphasis added).

12 Earlier negotiations with members of the Crow Tribe were attempted but unsuccessful.

Some of the members of the Crow Tribe opposed the sale and others did not. Both continually referred to the business at hand in the same terminology:

> OLD DOG. . . . If they *sell you the reservation* don't let any cattlemen on it, except Williams . . .
> PLENTY COOS. I want the commission, if I give my consent to *sell the land*, to promise to fix the Indians over on the Clarke's Ford, build them ditches and houses and fences, *those that remain there*. If white men come and settle close to the Indians I want good white men for neighbors. You see these people here, I could hold them a good while but they will do as the Great Father wishes. How many cattle will we get? S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 12-13 (1891) (emphasis added).

The operative language of the agreement itself was simply:

> We, the undersigned, adult male Indians of the Crow tribe now residing on the Crow Indian Reservation, in the State of Montana, do this 8th day of December, A.D. 1890, hereby agree *to dispose of and sell to the Government* of the United States, for certain considerations hereinafter mentioned, all that portion of the Crow Indian Reservation in the State of Montana, lying west and South of the following lines, to wit — S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 16 (1891) (emphasis added).

It did not even contain the term "public domain." Yet, in his Annual Report to the Secretary of the Interior for 1891, the Commissioner of Indian Affairs also stated "the ratification of the agreement by the Act of March 3, 1891 (26 Stat., 989) *restored to the public domain* . . . from the Crow Reservation, Montana, about 1,800,000 acres." Report of the Commissioner of Indian Affairs, 44 (1891) (emphasis added). Admittedly, "Congress was fully aware of the means by which termination could be effected . . ." *Mattz v. Arnett*, 412 U.S. 481, 504 (1973). But it did not alter the original Crow agreement to conform to any standard ". . . which *expressly* provided for the termination of the reservation . . . and did so

in unequivocal terms." *Mattz, supra*, at 504 (emphasis added).

President Benjamin Harrison, as in the Sisseton-Wahpeton case, transmitted the agreement and accompanying documents to the Senate and House of Representatives on January 19, 1891. 22 Cong. Rec. 1550 (1891). The agreement was reported out of the House Committee on Indian Affairs on February 5, 1891, and in this respect was not altered in any way. The report simply referred to a "cession of land" and the "land embraced in this cession":

> The Commissioners estimate the quantity of *land embraced in the cession* at 1,800,000 acres, the price agreed to be paid being $946,000, or about 52½ cents per acre. The Secretary of the Interior, in a letter dated January 17, 1891, transmitting to the treaty, together with the recommendations of the Commissioner of Indian Affairs to the President recommends the confirmation of the treaty. In a letter to the Secretary of the Interior dated January 16, the Commissioner of Indian Affairs in strong terms recommends that the treaty be confirmed, and in his letter sets forth substantial reasons why the good of the Indians and interest of the people of the United States would be served by the prompt ratification of the agreement . . . When *the cession of land* now proposed shall have been made. . . . H.R. Rep. No. 3700, 51st Cong., 2d Sess. 1, 4 (1891) (emphasis added).

On the floor of the House and Senate the agreement was again simply referred to as a "cession" or "sale" of surplus "land":

> Mr. SANDERS. The agreement is that the Crow Indians sell to us *all the lands within the limits described, except such lands as had at the date of the agreement been allotted to Indians*. This amendment provides that when we have *bought the land, paid for it*, and surveyed it, and, by proclamation of the President, *opened it and settled it*, under what is facetiously called by the Senator from Massachusetts [Mr. DAWES] the homestead law, *buying it* for $1 an acre, it shall be further reserved from every white man, from every citizen of the United States, until, within sixty days, Indians who have got their money from the United States can go on it and take up such of it as they choose. 22 Cong. Rec. 3548 (1891) (emphasis added).

With the agreement in its final form, as in the Sisseton-Wahpeton case, Senator Dawes stated:

> Mr. DAWES. Mr. President, the bill on its face, as nearly as it can be ascertained (there being some indefinite appropriations connected with it), is about $16,000,000. The Indian appropriation bill proper contains about $7,200,000. The remainder of the bill is made up of the other appropriations necessary to carry out the agreements that were made with Indians for the *surrender of a large portion of their reservations to the public domain*. In the main it has cost the United States between $1.25 and $1.50 an acre for some ten or eleven million acres of land. All this land is opened by this bill to settlement as part of the *public domain* upon the payment by the settler of $1.50 an acre, for all except that which was obtained from the Sisseton and Wahpeton reservation, which is open to settlement at $2.50 an acre, because the United States gave the Indians for the surrender $2.50 per acre. 22 Cong. Rec. 3879 (1891) (emphasis added).

The agreement was ratified and became section 31-34 of the Act of March 3, 1891 (26 Stat. 989).

Not one section of the Crow Act contains the term "public domain." There is no express or unequivocal terminology inserted by Congress — only the operative terminology of "sell and dispose." Of course no one could ever question what effect the Crow Agreement had on the boundaries of the Crow Reservation for the agreement was concerned *only* with a portion of the reservation — analagous in all respects with the hypothetical partial opening discussed at 13-15, *supra*.

Since a portion of the reservation was to remain intact it *necessarily* had to be delineated from the ceded portion. Thus the agreement on its face provided:

> SEC. 33. That the sum of seven thousand five hundred dollars, or so much thereof as may be necessary, is hereby appropriated, out of any money in the Treasury not otherwise appropriated, *for the survey of the boundary line between the Crow Reservation and the lands ceded by said agreement*, . . . Crow Act of March 3, 1891 §33, 26 Stat. 1042 (1891) (emphasis added).

Similarly, the legislative history of the Crow agreement is replete with references such as the stateme.' of the Commissioner of Indian Affairs contained in H.R. Rep. No. 3700 ". . . I have provided, both in the bill and in the item, for the cost of the survey of the *boundary line separating the ceded lands from the diminished reservation*. . . ." H.R. Rep. No. 3700, 51st Cong., 2d Sess. 4 (1891) (emphasis added).

In essence, the evidence of the congressional determination to terminate or disestablish in this case had to be, of *sheer necessity*, both ". . . on the face of the act . . ." and ". . . clear from the surrounding circumstances and legislative history. . . ." *Mattz, supra*, at 505.

Assume for a moment, however, that all of the unallotted lands of the Crow Reservation were the subject of this agreement. Logically, one would have an agreement to sell and dispose of all the unallotted lands within the Crow Reservation — *without the previously necessary* discussion of new boundaries and remaining diminished reservation ". . . on the face of the act . . ." or in the ". . . surrounding circumstances and legislative history . . ." *Mattz, supra. There would no longer be a remaining or diminished reservation or reservation*

13. After reservations were surveyed and subdivided into counties, such metes and bounds descriptions and general surveys of the boundaries of reservations were no longer necessary. If the unallotted land in a particular outlying county was ceded, the agreement could rely upon the description of the county.

boundaries and hence no reason to discuss them. All that would remain would be allotments situated on the newly created public domain — in effect, the same precise situation presented in the Sisseton-Wahpeton materials.

The argument of Respondent is soundly supported in this respect by the treatment actually accorded those members of the Crow Tribe already allotted or desirous of taking allotments in the ceded portion of the Crow Reservation. On the first day of the council, Commissioner Richardson explicitly told the members of the Crow Tribe that the "Great Father":

> . . . has told us to give you $830,000 for this part of the reservation, and Indians who stay on ceded lands, if they wish to remain, will have all the rights and privileges of the tribe. . . . He proposes also to take a lot of money and pay the Indians that are on the land we want to buy for their improvements, so that if they come over on this part of the reservation and take up irrigated land they will be better off here than there *but any Indian that wants to stay there can do so. . . . S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 10 (1891) (emphasis added)*; . . .

The members of the tribe understood the ramifications of having their allotments so situated:

> PLENTY COOS. I want the commission, if I give my consent to sell the land, to promise to fix the Indians over on the Clarke's Ford, build them ditches and houses and fences, *those that remain there*. If white men come and settle close to the Indians I want good white men for neighbors. You see these people here, I could hold them a good while but they will do as the Great Father wishes. S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 13 (1891) (emphasis added).

In their report to the Secretary of the Interior, the members of the Commission reiterated that:

> Many of the Crows have had land allotted to them in severalty. During the past year the allotment agent in charge of this work on the reservation located *one hundred and thirty six allotments* on Clarke's Fork River. The Indians on these allotments strongly opposed the sale because it would leave them *outside of the retained portion of the reserve*. When the system of irrigation provided for in the agreement is in operation, large tracts in the valleys of the Little Horn and Big Horn Rivers will be made available for allotment, and as an inducement for the *Indians who live on the ceded portion to move upon the part retained* the agreement provides, in Section 11, that they shall have the right to surrender their allotments and select a new one upon the same terms at any time within three years. S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 8, 9 (1891) (emphasis added).

And Section 11 of the agreement reflected this concern:

> That all lands upon that portion of the reservation to be herein ceded, which prior to the date of this agreement have been allotted in severalty to Indians of the Crow tribe, shall be retained and enjoyed by them: *Provided, however*, That such Indians shall have the right at any time within three years to surrender his or her allotment and select a new allotment *within the retained reservation*, upon the same terms and conditions as were prescribed in selecting the first allotment. *It is further provided*, That every Indian who shall surrender an allotment within the time specified that has improvements upon it shall have like improvements made for him upon the new allotment, and for this purpose the sum of $5,000, or so much of it as may be necessary, is hereby appropriated and set apart. S. Exec. Doc. No. 43, 51st Cong., 2d Sess. 17 (1891) (emphasis added).

On the floor of the Senate a specific amendment even extending this provision for 60 days was proposed by Senator Pettigrew and incorporated into the final act:

> Mr. PETTIGREW. . . . Further than that, as I am informed, under the existing laws these Indians can take selection in severalty upon the land ceded in this treaty; in my amendment, as I said before, simply extends that time for 60 days *after* this bill becomes a law. 22 Cong. Rec. 3549 (1891) (emphasis added).

Respondent would submit that Congress was not concerned with the fact that the members of the whole of the Sisseton-Wahpeton tribe would soon be situated on allotments in the midst of the public domain any more than it was concerned with the fact that some of the members of the Crow tribe would soon be so situated. The salient effect, if not the purpose, of both agreements was the same — *the acquisition of surplus Indian lands to be restored to the public domain for the purpose of providing homes to actual settlers.* This was the case in the pure cession agreement of the Crow tribe and it was still the case in the cession agreement of the Sisseton-Wahpeton tribe — irrespective of the fact that it had been tailored to the Dawes Act. If the allotment provision of the 1887 Dawes Act in the Sisseton-Wahpeton Agreement seems inconsistent with the restoration of the remainder of the Lake Traverse Reservation to the public domain, this inconsistency certainly cannot be substantiated by a comparison with the allotments left on the public domain in the Crow situation.

2. Additional Comparison And Support.

There is further support for the position of Respondent that the Sisseton-Wahpeton agreement was intended to have the same effect on the status of the Lake Traverse Reservation as the Crow agreement undeniably had on that portion of the Crow Reservation.

(a) Homestead Amendment.

The Sisseton-Wahpeton Agreement was amended by Congress so that the lands thereby acquired by the United States would be subject only "to entry and settlement under

the homestead and townsite laws of the United States . . ." Crow Act of March 3, 1891 § 30, 26 Stat. 1039 (1891). The Crow agreement was similarly amended to provide that whenever by operation of law or the Proclamation of the President the lands were to be "opened to settlement" that they be disposed of ". . . to actual settlers only, under the provisions of the homestead laws. . . ." Crow Act of March 3, 1891 § 34, 26 Stat. 1043 (1891).

There is no more reason to assume that Congress intended for the settlers in South Dakota to be settling "within the boundaries" of a reservation than there is reason to assume it could have intended that the settlers in Montana be so situated. For this situation to exist would seem even more incredulous when one considers that these were the *same* Senators and Congressmen, considering, commenting on, and similarly amending both agreements at the *same* time, incorporating both agreements into the *same* bill, and passing that bill the *same* day — *without ever mentioning* on the floor or in the reports that the settlers in one state would be then on the public domain outside the boundaries of a reservation, while the settlers in the other state would still be situated inside the boundaries of the reservation on something less than the public domain, to say the least. This is especially so, in light of the statements in the *Congressional Record* and other documents that, in this respect, all the agreements were to have the same effect.

(b) Terminology.

In both instances, the United States Government, through a duly authorized commission, negotiated and obtained a cession of land to the United States Government from the members of the respective tribes. Although the operative language of the Crow Act contained only the "sell and dispose" terminology, while the Sisseton-Wahpeton Agreement contained the stronger "cede, sell, relinquish and convey to the United States all their claim, right, title, and interest in and to" terminology, numerous references in both Acts refer to the basic transaction as one and the same:

> . . . in consideration of the *cession* . . . portions of the reservation to be herein *ceded* . . . this *cession* of lands . . . said *ceded* portion . . . *cession* of lands . . . lands *ceded* . . . territory by said agreement *ceded* . . . *within the limits of the ceded* portion . . . Crow Act of March 3, 1891 § § 31, 33, 34, 26 Stat. 1039-1042, 1043 (1891) (emphasis added).
>
> . . .lands *ceded* . . . agreement *ceded* . . . the *cession*, sale, relinquishment . . . lands by said agreement *ceded* . . . lands by said agreement *ceded* . . . lands by said agreement *ceded* . . . Sisseton-Wahpeton Act of March 3, 1891 § § 26, 27, 28, 30, 26 Stat. 1035-1039 (1891) (emphasis added).

Similarly, the Crow Act also contained the same "open to settlement" terminology, Crow Act of March 3, 1891 § § 33, 34, 35, 26 Stat. 1042 (1891), and both Acts also variously referred to the transaction as a "sale" or a "disposal."

More importantly, both of the cessions were to the United States Government in return for a *sum certain*. The only difference was that pursuant to the Crow Act most of the money was to be spent on projects with the remainder distributed per capita, while pursuant to the Sisseton-Wahpeton agreement, because of the Dawes Act, the money was to be deposited in the Treasury to the credit of the tribe. Certainly Congress did not think this a significant distinction.

The fact that the Sisseton-Wahpeton Act was a cession agreement between the United States Government and the members of the Sisseton-Wahpeton Tribe for a sum certain was evidently overlooked and misconstrued in the opinion of the Eighth Circuit Court of Appeals in *United States ex rel. Feather v. Erickson*, 489 F.2d 99 (CA 8 1973).

(c) Congress and the Office of Indian Affairs.

The fact the members of Congress and individuals in the various agencies of the United States Government all at-

tributed a similar "effect" to both the Sisseton-Wahpeton and Crow agreements would seem to Respondent to also strongly support the position that both agreements were intended to similarly disestablish and restore to the public domain those portions of the reservations respectively affected. Although certain aspects of this phase of the Sisseton-Wahpeton-Crow comparison have been discussed elsewhere, they will of necessity have to be discussed briefly at this point.

Primarily, Respondent is referring to the fact that from the moment the agreements were tacked onto the Indian Appropriation Bill until they received final passage, each and every member of Congress consistently attributed the same basic and fundamental effect to both the Sisseton-Wahpeton and Crow agreements. *See* the extended discussion set forth at 47-50, *supra*. Of course, the most succinct passage in the entire *Congressional Record* confirming this position was that of Senator Dawes, already referred to several times:

> Mr. DAWES. Mr. President, the bill on its face, as nearly as it can be ascertained (there being some indefinite appropriations connected with it), is almost $16,000,000. The Indian appropriation bill proper contains about $7,200,000. *The remainder of the bill is made up of the other appropriations necessary to carry out the agreements that were made with Indians for the surrender of a large portion of their reservations to the public domain.* In the main it has cost the United States between $1.25 and $1.50 an acre for some ten or eleven million acres of land. *All this land is opened by this bill to settlement as part of the public domain* upon the payment by the settler of $1.50 an acre, for all except that which was obtained from the Sisseton and Wahpeton reservation, which is open to settlement at $2.50 an acre, because the United States gave the Indians for the surrender $2.50 per acre. 22 Cong. Rec. 3879 (1891) (emphasis added).

Respondent has also previously alluded to the fact that this last gentleman was perhaps the most singularly influential

and knowledgeable Senator ever to participate in Indian Affairs. Indeed, he authored the very legislation that provided for the Sisseton-Wahpeton negotiations and set the format for the provisions of the agreement — the Dawes Act of 1887. As a matter of fact, the whole Senate relied on him to compile and put all of these same agreements in a form acceptable to the Senate. As the *Congressional Record* indicates, Senator Dawes was intensely familiar with not only the Sisseton-Wahpeton and Crow Agreements, but also each of the other agreements:

> Mr. GORMAN. . . . I have no doubt the Senator has investigated and the members of the Indian Committee have investigated to the very best of their ability in the time they have had to work, far into the night, to try to get the bill into shape. . . . 22 Cong. Rec. 3454 (1891).
>
> Mr. CALL. . . . I believe the provisions which the Senator from Massachusetts [Mr. DAWES], to whom the bill was referred, has placed upon it are wise and are as good probably as could result from a more prolonged consideration of the bill and discussion of it in the Senate. . . . I wish to say, Mr. President, that so far as the subcommittee was concerned, and so far as the Senator from Massachusetts [Mr. DAWES] is concerned, who did the principal labor in the examination of these provisions of the bill, of these agreements, and of all the portions of the bill which are provided for carrying them into effect, they gave to the consideration of these provisions all the time that was possible to have been given to them since the bill was reported to the Senate and referred to them. . . . 22 Cong. Rec. 3455, 3456 (1891).
>
> Mr. GORMAN. . . . No member of the Committee on Appropriations, so far as I know, other than the Senator from Massachusetts, who is the chairman of the Committee on Indian Affairs and who had considered nearly all of these questions in separate bills, can tell the Senate what is contained in the proposition. Of course we know that if these treaties are ratified we must appropriate $6,000,000 and make provision for the disposition of from three to five or six million acres of the public domain; but it

> is done in such a way that I cannot explain it to the Senator . . . |B|ut for the familiarity of the distinguished Senator from Massachusetts with this subject, you would have had a bill to consider that would simply have been an outrage, one which would have meant nothing, and it was only after nights of labor by him as a subcommittee that it was placed in the shape in which it now is. . . . I have watched him during the day and night as he has tried to perfect this measure. Great credit is due him, and I for one absolve him from any criticism hereafter. . . . 22 Cong. Rec. 3527, 3880 (1891).

As this Court has stated, ". . . it is the sponsors that we look to when the meaning of the statutory words is in doubt . . ." *N.L.R.B. v. Fruit and Vegetable Packers*, 377 U.S. 58, 66 (1964). In this respect, Senator Dawes' role emerges as not only the sponsor of the Dawes Act of 1887, but also the sponsor, for all intents and purposes, of the agreements in their final form in the Act of March 3, 1891. Respondent would submit that to assume a Senator in this position erroneously construed this fundamental aspect of the agreements would effectively negate the portion of the *Mattz* decision which established that a congressional determination to disestablish or terminate could be made clear from the ". . . surrounding circumstances and legislative history. . . ." *Mattz*, *supra*, at 505. This is especially so in light of the fact that the other members of Congress not only concurred in his analysis but also expressed similar views. Congress had spoken, and although the measure was a "procedural monster," Mr. Call put the issue in proper perspective immediately before passage:

> Mr. CALL. . . . Whatever just complaint there might be for bringing into the Senate at so late a period a bill with so many items upon it and with these agreements, *there is nothing in this bill that is not in accordance with existing law.* These agreements have all been ratified and acted upon by both branches of Congress, Senate and House of Representatives, with the exception of two, and

> those have undergone the most deliberate and searching examination and argument in the Senate, and by decided majorities have been put upon the bill. So the criticism is in these respects unfounded.
>
> All the provisions in this bill relating to the *settlement of the public lands are but the application of the existing law in regard to such settlement* . . .
>
> The appropriations made in the bill for the *release* of the Indian claim of right to this land is in accordance with the *established policy of the Government* and has been demanded by a large majority of both Houses of Congress. The amount is reimbursed, so that it is but a nominal appropriation. The entire amount comes back into the Treasury. It is nothing but a loan of the public credit of the United States to the accomplishment of these purposes and in no respect touches the taxation upon the people of this country. Mr. President, there has been a great deal of objection found to this bill which has no just foundation. *All the legislation to the bill is but the application of the existing law upon the subject.*
>
> That is the condition of this bill. That it came here too late for it to have had prolonged examination in reference to all these items, and that every Senator could not fully comprehend them, is true; and that is all the criticism that can be made upon it. . . . 22 Cong. Rec. 3880-3881 (1891) (emphasis added).

Finally, Respondent has been unable to find anything in the entire legislative history of the Indian Appropriation Bill that can fairly be said to support an opposite conclusion. Even the miscellaneous documents introduced in the *Congressional Record* for debate on other issues raised by the Indian Appropriation Bill attribute this same fundamental effect to the actions of Congress in this respect. For example, on February 14, 1891, Congressman McCord, during a debate on Indian education, quoted from what he termed "a pamphlet on Indian Education, by General Thomas J. Morgan, the present able, intelligent, and efficient Com-

missioner of Indian Affairs." 22 Cong. Rec. 2699 (1891). One of the paragraphs therein stated:

> The second great economical fact is that the lands known as Indian reservations now set apart by the Government for Indian occupancy aggregate nearly 190,000 square miles. This land for the most part is uncultivated and unproductive. When the Indians shall have been properly educated, they will utilize a sufficient quantity of these lands for their own support and will *release the remainder, that it may be restored to the public domain* to become the foundation for innumerable happy homes; and thus will be added to the national wealth immense tracts of farming and grazing land and vast mineral resources, which will repay the nation more than one hundred fold for the amount which it is proposed shall be expended in Indian education. 22 Cong. Rec. 2700-2701 (1891) (emphasis added).

This was the "established policy" of the Government.

Respondent would submit that one could not expect a more unequivocal and probative illustration of the precise effect that the ratification of the agreements had on the Crow and Lake Traverse Reservations than the following excerpt from the 1891 Commissioner of Indian Affairs Annual Report to the Secretary of the Interior:

> REDUCTION OF RESERVATIONS
>
> The work of *reducing the area* of the reservations, by extinguishing by purchase from the Indians their title to the land and its *restoration to the public domain*, has been carried forward rapidly, as is shown in the following detailed statements: . . . The ratification of agreements by the act of March 3, 1891 (26 Stats., 989), *restored to the public domain . . . from the Lake Traverse Reservation, South Dakota, about 660,000 acres, and from the Crow Reservation, Montana, about 1,800,000 acres;* a total of about 8,164,765 acres. . . .
>
> The ceded portion of the Fort Berthhold Reservation, North Dakota, consisting of about 1,600,000 acres, has been thrown open to settlement by proclamation of the President.
>
> The ceded lands of the Coeur d'Alene Reservation, Idaho, were open to settlement from the date of the approval of the act.
>
> Allotments of land are being made on the Lake Traverse Reservation, South Dakota, and the Cheyenne and Arapaho Reservation, Oklahoma, and surveys are in progress on the Crow Reservation, Montana, and when they are completed and the terms of the Act ratifying the respective agreements with the Indians of the several reservations shall have been fully complied with, the unallotted or vacant land embraced within *the ceded portions will be thrown open to settlement*. Report of the Commissioner of Indian Affairs, 44, 45 (1891) (emphasis added).

Again, instead of treating the Sisseton-Wahpeton Act as an exception to the generally prevalent policy of the period, the Commissioner of Indian Affairs makes no distinction whatsoever between the Sisseton-Wahpeton Agreement which was tailored to the Dawes Act, and the Crow cession, which was not.

The Lake Traverse Reservation was equally subject to the general prefatory remarks of reducing the area of the reservations and restoring them to the public domain as was the Crow. Both were specifically stated to have restored so many thousands of acres to the *public domain* and both were soon to be "thrown open to settlement." Report of the Commissioner of Indian Affairs, 44 (1891) (emphasis added).

In fact, Respondent has been unable to substantiate that the Commissioner of Indian Affairs even considered that homesteaders on the six hundred and sixty thousand acres of land in South Dakota would be in a class separate and distinct from the homesteaders on the one million eight hundred thousand acres of land in Montana. Certainly such a conclusion could not be supported by the Commissioner's very general remarks on the very next page of his Annual Report:

RESERVATIONS SHOULD NOT BE REDUCED TOO RAPIDLY

> While perhaps it is possible to push such work too rapidly, I do not hesitate to say that *the ultimate destruction of the entire system of reservations* is inevitable. There is no place for it in our present condition of life, and it must go. *The millions of acres of Indian lands now lying absolutely unused are needed as homes for our rapidly increasing population and must be so utilized. Whatever right and title the Indians have in them is subject to and must yield to the demands of civilization.* Report of the Commissioner of Indian Affairs, 46 (1891) (emphasis added).

Nor would the fact that, after the openings, both the portion of the Crow Reservation and the whole of the Lake Traverse Reservation were similarly removed from the Office of Indian Affairs' published Map and Schedule showing the Reservations and Reservation areas in the United States, respectively, lend any credence to such a distinction. Only in light of the above information can one really appreciate the significance of the following exchange:

> Mr. HAWLEY. I should like to ask the Senator for information, what is the opinion of the Secretary of the Interior and the Commissioner of Indian Affairs upon this bill, whether it is satisfactory to them.
> Mr. GORMAN. The Senator from Massachusetts can answer that question.
> Mr. DAWES. I never knew an appropriation bill satisfactory to a Department, but I think this bill is as nearly satisfactory to the Interior Department as the lot of humanity will permit.
> Mr. HAWLEY. I do not ask whether it is satisfactory as to amounts, but whether they believe in the purposes and principles and measures of the bill.
> Mr. DAWES. *The Interior Department is strongly in favor of the bill in its present shape.* 22 Cong. Rec. 3880 (1891) (emphasis added).

D. THE LEGISLATIVE HISTORY AND SURROUNDING CIRCUMSTANCES OF THE OTHER CESSION AGREEMENTS, RATIFIED BY CONGRESS ON THE SAME DAY, IN THE SAME BILL AS THE SISSETON-WAHPETON CESSION AGREEMENT, PUT THE ISSUE IN A PROPER HISTORICAL PERSPECTIVE.

As Respondent stated in the preface to the Sisseton-Wahpeton-Crow section, an allocation of time and resources did not permit any extended discussion or research into the history of each of the separate agreements ratified by the Act of March 3, 1891. Therefore, the Crow agreement was selected for the purpose of a more detailed comparison and discussion to support the position of Respondent by putting the issue to be decided herein in its proper historical perspective. This selection should not be construed to indicate that an examination of the legislative history and surrounding circumstances of the other agreements would have distorted this perspective in any way.

On the contrary, the Fort Berthold agreement, for example, is on "all fours" with respect to the partial effect of the Crow agreement disucssed *supra*, in addition to containing the identical operative "cede, sell, and relinquish to the United States all their right, title, and interest in and to" language of the Sisseton-Wahpeton agreement! Fort Berthold Act of March 3, 1891 § 23, 26 Stat. 1032 (1891). This is especially interesting in light of the preface to the Fort Berthold agreement:

> Witnesseth that whereas it is the *policy of the Government to reduce to proper size existing reservations* when entirely out of proportion to the number of Indians existing thereon, with the consent of the Indians, and upon just and fair terms; and whereas the Indians of the several tribes, parties hereto, have vastly more *land* in their present reservation than they need or will ever make use of, and are desirous of disposing of a portion thereof in order to obtain the means necessary to enable them to become wholly self-supporting by the cultivation of the soil and other pursuits of husbandry . . .

Fort Berthold Act of March 3, 1891 §23, 26 Stat. 1032 (1891) (emphasis added).

There is certainly no doubt that the 1891 Fort Berthold Act effectively disestablished approximately one half of the Fort Berthold Reservation. As recently as 1972, the Eighth Circuit Court of Appeals confirmed this in *City of New Town v. United States*, 454 F.2d 121 (CA 8 1972), in which neither the court nor the parties even questioned the status of the 1891 boundary.

Furthermore, even a cursory examination of the Fort Berthold legislative history throws considerable light on some of the reasons for not extending the Dawes Act of 1887 to each and every reservation. For example, when the Commissioner of Indian Affairs wrote the Secretary of Interior requesting that the residents of the Fort Berthold Reservation should not be made to await the "slower process" of the general allotment act he stated:

> Agent Gifford states that the Indians are looking for the ratification of the agreement with great anxiety and no little impatience, and that he finds it difficult to satisfy them with any explanation as to the cause of the delay. He says they are ready to take their lands in severalty as provided in the agreement, and that it would be an act of great injustice to them to compel them to await the slower process of the general allotment act to obtain the much-needed means to establish themselves in individual homes through the sale of their surplus lands. . . .
>
> In keeping with the policy of the Government, it provides for the allotment of lands in severalty to the Indians in quantity, and with a similar restriction regarding alienation, as is provided in the severalty act, except that it does not authorize the President to extend the non-alienation period beyond the twenty-five years specified.
>
> In all human probability it would be several years (two or three at least) before the Indians would derive any financial aid from the sale of their surplus lands if the general allotment act were applied in their case, but under the terms of the late agreement the money consideration would be forthcoming at once, and could be expended in assisting them in beginning life on their individual allotments. . . .
>
> Furthermore, by the terms of this agreement a tract of land estimated to contain one million six hundred thousand acres is made available to white settlement. This also is an important consideration.
>
> . . .
>
> As there is no provision in the agreement for subdividing the diminished reservation for allotment, the cost of the surveys will have to be borne by the Government; but this is a very small matter, considering the mutual benefits to be derived from the vast cession of lands made to the Government. The item to be inserted in the bill makes provision for the required surveys. Letter from Commissioner of Indian Affairs to Secretary of Interior, January 13, 1888, H.R. Rep. No. 82, 51st Cong., 1st Sess. 2, 3 (1890).

Therefore, because of this overlap, Respondent would submit that the legislative history of each of the other agreements could be utilized by this Court to establish what precise principles of the cession era Congress intended to retain by tailoring certain cession agreements to conform with the provisions of the Dawes Act of 1887. Because the agreements ratified by the Act of March 3, 1891, were concluded both before and after the Dawes Act and the final debates were not until 1891, four years after the Dawes Act had been in effect, all of these documents should contain material that could be very useful to this Court in deciding the issue in the instant case.

In this respect, Respondent would most certainly be pleased to assist this Court at any time by filling a supplementary brief containing the legislative history and surrounding circumstances of not only each of the other agreements that were ratified by Congress in the Act of March 3, 1891, but also of the Dawes Act of 1887, if this Court

so desires. As Respondent stated in the Memorandum for Respondent's Concurrence That Certiorari Be Granted, the importance of the issue which is presented herein is beyond question, and someone, somewhere, must take the necessary time and action to authoritatively ascertain the intent of Congress at the turn of the century. Memorandum for Respondent's Concurrence that Certiorari Be Granted, *DeCoteau v. District County Court*, No. 73-1148 (1971).

II

THE ANNUAL REPORTS OF THE COMMISSIONER OF INDIAN AFFAIRS AND THE SECRETARY OF THE INTERIOR CONCLUSIVELY ESTABLISH THAT CONGRESS DID NOT ALTER THE FUNDAMENTAL PRECEPT OF CESSION AGREEMENTS BY SIMPLY TAILORING THE AGREEMENTS TO THE DAWES ACT OF 1887: THE 1891 ACT DISESTABLISHED THE LAKE TRAVERSE RESERVATION BY RESTORING ALL UNALLOTTED LAND THEREIN TO THE PUBLIC DOMAIN.

Respondent has previously alluded to the Annual Reports of the Commissioner of Indian Affairs and the Secretary of the Interior in those instances wherein it was unambiguously and specifically set forth that the Act of March 3, 1891, restored the unallotted land to the public domain and thereby disestablished the Lake Traverse Reservation. *See* 7, 8, 66, *supra*. By way of Appendix II, Respondent has extensively set forth *representative* excerpts from these reports for the convenience of the Court. An examination of the contents and tenor of the materials therein not only serves to put the 1891 Act in a proper historical perspective but also clarifies many of the peripheral questions inherent in a resolution of an issue similar to the one presented herein. Although subsequent Acts of Congress, as well as decisions of this Court, have altered the consequences of some of the prevalent conceptual aspects of the 1887 Dawes Act, such as the status of the allottee as a ward or citizen, the contemporaneous understanding at the time of passage sheds considerable light

on the effect Congress and the Department of the Interior intended the surplus land statutes to have on the areas of reservations so affected. These, as well as other portions of Appendix II, will be alluded to *infra*.

In addition thereto, the same Reports, in the most sweeping and general terms, conclusively substantiate the position of Respondent that in 1889 an Indian land cession was still an Indian land cession — irrespective of the fact that it may have been tailored to the Dawes Act of 1887. In 1889 agreements for cessions of reservations, a portion of which had been allotted, continued to be negotiated by the Department of the Interior with various Indian tribes and ratified by Congress. Most importantly, with respect to the issue in the instant case, the ratified cession agreement continued to disestablish reservations or portions thereof by the restoration of the surplus lands to the public domain.

If the cession included the surplus unallotted land of only a portion of the reservation, then only a portion of the reservation was disestablished with the allotments in the area ceded left on the public domain outside of the boundaries of the diminished reservation. This was the case in both the hypothetical and Crow opening, *supra*.

If the cession included all of the surplus unallotted land of the entire reservation, then the entire reservation as such was disestablished with all of the allotments in the area ceded left on the public domain outside of the boundaries of any reservation. This was the case in the other hypothetical, *supra*, and represents the precise effect of the 1891 Act on the Lake Traverse Reservation in the instant case.

In short, in 1885 an Indian land cession disestablished and restored Indian reservations or portions thereof to the public domain. For purposes of presentation in the text of this brief, only a portion of the excerpts set forth in Appendix II are

reproduced below. Nevertheless, they should serve not only to recapture the continuity of that policy in 1891 under the Dawes Act of 1887, but also should substantiate the congressional materials in Part I, *supra*.

1A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, H. EXEC. DOC. 48TH CONG., 2D SESS. (1884) (EMPHASIS ADDED).

> *Crows.* — Since my last report was made, the Crow Indians, whose reservation in Montana is estimated to contain 4,713,000 acres, have been removed from their old location in the western part of the reservation to the valleys of the Big Horn and the Little Big Horn rivers. At 5.
>
> Not only has this been done, *but it has thus been made possible to add to the public domain* at least 3,000,000 acres of this reservation, leaving still all the land necessary for the use and occupancy of this tribe of Indians. If this 3,000,000 acres are so disposed of as to give the Crows some benefit of the proceeds thereof, they will no longer require any aid from the Government, and thus one fraction of the Indian problem will have been solved, and an example and incentive given to other tribes of Indians to do likewise. At 5-6.
>
> It having been represented to the Department that the Sisseton and Wahpeton and the Yankton bands of Sioux were desirous of disposing of a limited portion of their respective reservations, the Sioux Commission were instructed, under date of May 10th last, to visit said reservations and ascertain if such was the case, and if so to negotiate with them as to the quantity they would *cede*, the conditions as to the price, etc. No report has been received from them up to this date, but the agent for the Sisseton and Wahpeton bands reports that his Indians are unwilling to part with any of their lands, and that the visit of the Commission was unsuccessful. At 30-31.

1B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 48TH CONG., 2D SESS. (1884) (EMPHASIS ADDED).

> If the reservation is larger than is required for the use of the Indians occupying it, there should be a reduction thereof, and all that is not needed for the use of the Indians should be opened to settlement. The time has passed when large and valuable tracts of land fit for agriculture can be held by Indians for either hunting or grazing lands to the exclusion of actual settlers. At 7.
>
> In my last report I called attention to the magnitude of this reservation, and urged that it should be reduced by a purchase of about 18,000 square miles, as proposed by the commission appointed in 1882. At 13.
>
> This reservation is much larger than required for their support. The reservation is situated in the Territory of Montana, and contains 7,364 square miles, or 4,713,000 acres of land. At least 3,000,000 acres might be disposed of, . . . at 13.

2A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS, H. EXEC. DOC. 49TH CONG., 1ST SESSION (1885) (EMPHASIS ADDED).

> This brings me directly to the consideration of the practical policy which I believe should be adopted by Congress and the Government in the management of the Indians. It should be industriously and gravely impressed upon them that they must abandon their tribal relations and take lands in severalty, as the corner-stone of their complete success in agriculture, which means self-support, personal independence, and material thrift. The Government should, however, in order to protect them, retain the right to their lands in trust for twenty-five years or longer, but issue trust patents at once to such Indians as have taken individual holdings. When the Indians have taken their lands in severalty in sufficient quantities (and the number of acres in each holding may and should vary in different localities according to fertility, productiveness, climatic, and other advantages), then having due regard to the immediate and early future needs of the Indians, *the remaining lands of their reservations should be purchased by the Government and opened to homestead entry at*

50 or 75 cents per acre. The money paid by the Government for their lands should be held in trust in 5 per cent bonds, to be invested as Congress may provide, for the education, civilization, and material development and advancement of the red race, reserving for each tribe its own money. This is all the Indians need to place them beyond the oppression and greed of white men who seek, as Mr. Barbour said in 1825 in his report as Secretary of War, "to bereave the Indians of their lands." At 4.

Assuming, however, that I have correctly divined the almost unanimous wish of the States mentioned, and that Congress would feel disposed to respect their wishes, then the further question of purchasing from the Indians all of the lands of the Indian Territory, *and of other Indian reservations*, which the Indians do not need now, or will not need in the early future, and of *opening them to homestead settlement*, presents itself for consideration. At 11-12.

THE KLAMATH RIVER INDIANS IN CALIFORNIA.

They do not need all the lands at present reserved for their use, but they should be permanently settled, either individually or in small communities, and their lands secured to them by patent *before* any portion of their reservation is *restored to the public domain.*

ROUND VALLEY RESERVATION IN CALIFORNIA.

This reservation was first selected for Indian purposes in 1856, and according to the survey made in 1860, comprised 25,030.8 acres (being the entire Round Valley), of fertile and productive land. Under the act of March 3, 1873 (17 Stat., 633), the boundaries of the reservation were changed, and the southern portion of the valley *thrown open to settlement*, leaving between 5,000 and 6,000 acres of it within the reservation. At 49.

The reduction of their reservation to two townships has caused some dissatisfaction, and they have asked for more land; . . . If they have suffered any wrong, as is claimed, on account of *the restoration to the public domain* of the Turtle Mountain country, by which is meant that vast

territory lying north of Devil's Lake and west of the Red River of the North, the remedy is with Congress. At 53.

2B. REPORT OF THE SECRETARY OF THE INTERIOR, VOL. 1 (1885) (EMPHASIS ADDED).

The question as to what is the best and wisest course to pursue relative to these surplus lands in the Indian reservations not required for the present wants of the Indians is one demanding careful and serious consideration. . . . If, however, it shall be decided that the welfare of the Indians as well as the public interests will best be served by opening the surplus lands of these reservations to public settlement, it should be done in good faith under the general land laws of the United States. At 19.

ESTATE OF THE INDIANS.

I favor the policy recommended by a predecessor in this office, Secretary Kirkwood, of reducing to proper size the existing reservations, when entirely out of proportion to the number of Indians thereon, with the consent of the Indians, and upon just and fair terms; and second, of placing by patent the titles to these *diminished reservations* as fully under the protection of the courts as are titles of all others of our people to their lands. *The surplus portion cut off should be subject to sale* and the proceeds invested for the benefit of the Indians. The execution of it should be cautious and tentative. At 26.

He also recommends the *compression* of Indian reservations and *opening* the surplus to settlement, and cites the condition of those on the *Sisseton Reservation* who occupy separate tracts of land and are self-supporting, maintain churches and schools, and live in comfortable houses. At 78.

3A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1886) (EMPHASIS ADDED).

The practical proposition which it seems to me would be best for these Indians would be to *divide their lands* in severalty upon the basis I have

suggested, or upon some other reasonable basis, and to *sell the remainder to actual settlers* at a fair and just price. At VIII.

The *general allotment* bill again passed the Senate at the last session, and was favorably reported in the House of Representatives. As there seems to be no substantial opposition to this bill, it is hoped that it will be come a law during the coming winter. Its passage will relieve this office of much embarrassment and enable it to make greater progress in the important work of assisting the Indians to become individual owners of the soil by an indefeasible title. At XX.

3B. REPORT OF THE SECRETARY OF THE INTERIOR, VOL. I (1886) (EMPHASIS ADDED).

I wish I could say that the progress in this direction is sufficiently rapid to promise an early accomplishment of the policy of the Government in reference to our Indian population. That policy, as I understand it, is the incorporation of the Indian race into our political and social system as citizens. . . . As I stated in my last report, the only alternative now presented to the American Indian race is speedy entrance into the pale of American civilization, or absolute extinction. At 4.

The Indians have seen the wide ranges of territory occupied or claimed by them gradually but surely narrowed to smaller limits . . . at 6.

NEGOTIATIONS WITH INDIANS.

The negotiations authorized by the act approved May 15, 1886, making appropriations for the Indian service, to be made with certain bands or tribes in Minnesota, North Dakota, and Montana, concerning their existing treaties and reservations, and with other Indians in Washington and Idaho Territories for their removal to certain designated reservations and *cession* of certain lands, have been entrusted to a commission appointed during July last, . . . At 13.

By Executive order of May 1, 1886, the land embraced within the Columbia Reservation in Washington Territory, except the tracts occupied by and allotted to the Indians thereon, was restored to the *public domain*, . . . At 14.

4A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1887) (EMPHASIS ADDED).

ALLOTMENT OF LAND IN SEVERALTY.

The *general allotment act*, the plan of which was first suggested in the annual report of this office for 1878, became a law on the 8th of February last. I have deemed it a matter of public interest and convenient reference to submit in this report not only the full text of the act, which will be found on page 274, but also an abstract of its provisions, which are as follows: . . .

After lands have been allotted to all Indians of a tribe (or sooner if the President thinks best), the Secretary of the Interior may negotiate with that tribe for the sale of any of their unallotted lands, such negotiations to be subject to ratification by Congress. . . .

In case lands are thus sold, the purchase money to be paid therefore by the United States shall be held in the United States Treasury in trust for that tribe, at 3 per cent interest, which interest shall be subject to the appropriation by Congress for the civilization of said tribe. . . .

All lands adapted to agriculture released to the United States by Indian tribes shall be disposed of only to bona fide settlers, in tracts not exceeding 160 acres (subject to grants which Congress may make in aid of education), and no patents shall issue to any such settler or his heirs for such lands until after five years' continuous occupancy thereof as a homestead, and any conveyance of or lien on said land prior to the issuance of patent thereto shall be null and void. At IV and V.

The President has wisely ordered that allotments be made only on reservations where the Indians are known to be generally favorable to the idea, and the following have thus far been selected: Papago and Pima (Salt river), Arizona; L'Anse and Vieux de

Sert, Michigan; Lac Court d'Oreilles, Bad River, Red Cliff, and Lac du Flambeau, Wisconsin; Fond du Lac, Minnesota; Lake Traverse, Devil's Lake, Ponca, and Yankton, Dakota; Nez Perce, Idaho; Crow, Montana; Absentee Shawnee, Pottawatomie, Quapaw, Modoc, Ottawa, Shawnee, Seneca, and Wyandotte, Indian Territory; Winnebago, Nebraska; Siletz, Grande Ronde, and Warm Springs, Oregon; and Muckleshoot, Washington Territory. At VI and VII.

I fail to comprehend the full import of the allotment act if it was not the purpose of the Congress which passed it and of the Executive whose signature made it a law ultimately to dissolve all tribal relations and to place each adult Indian upon the broad platform of American citizenship. Under this act it will be noticed that whenever a tribe of Indians or any member of a tribe accepts lands in severalty the allottee at once, *ipso facto*, becomes a citizen of the United States, endowed with all the civil and political privileges and subject to all the responsibilities and duties of any other citizen of the Republic. At XXIX.

To enable the Secretary of the Interior to *negotiate* with the several tribes and bands of Chippewa Indians in the State of Minnesota for such modification of existing treaties with said Indians and such change of their reservations as may be deemed desirable by said Indians and the Secretary of the Interior, and as to what sum shall be a just and equitable liquidation of all claims which any of said tribes now have upon the Government; and also to enable said Secretary to *negotiate* with the various bands or tribes of Indians in northern *Montana* and at *Fort Berthold*, in Dakota, for a reduction of their respective reservations, or for removal therefrom to other reservations; and also to enable said Secretary to negotiate with the upper and middle bands of Spokane Indians and Pend d'Oreille Indians, in Washington and Idaho Territories, for their removal to the Colville, Jocko, or Coeur d'Alene reservations, with the consent of the Indians on said reservations; and also to enable said Secretary to negotiate with said Indians for the *cession* of their lands to the United States; and also to enable said Secretary to negotiate with the Coeur

d'Alene Indians for the *cession* of their lands outside the limits of the present Coeur d'Alene reservation to the United States, $15,000, or so much thereof as may be necessary, to be immediately available; but no agreement shall take effect till ratified by Congress. At XXVII and XXVIII.

The next Indians visited by the Commission were the Arickarees, Gros Ventres, and Mandans, of the Fort Berthold agency in Dakota, with whom an agreement was concluded January 11, 1887. By the terms of the agreement, the Indians *cede* about 1,600,000 acres of their reservation for the sum of $800,000, . . . *The agreement also provides for the allotment of lands in severalty to said Indians within the diminished reservation.* . . .

The Indians in northern Montana, belonging to the Fort Peck, Fort Belknap, and Blackfeet agencies, were the next visited by the Commission. These Indians occupy a reservation estimated to contain 33,830 square miles, or 21,651,000 acres. The agreement entered into with them provides for the *cession* to the United States of about 17,500,000 acres, and leaves three separate reservations of sufficient area, it is believed, to meet all their present and prospective wants. At XXIX.

A portion of the lands set apart to the Pawnees as a reservation, under the act of April 19, 1876 (19 Stats., 28), comprising 53,005.96 acres, was *ceded* to the United States by the Creeks by the third article of the treaty of June 14, 1886 (14 Stats., 785). At LXIV.

4B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 50TH CONG., 1ST SESS. (1887-1888) (EMPHASIS ADDED).

And I can only reiterate the conviction expressed in former re. orts, that the Indian race has reached a crisis in its history. Surrounded on all sides by the forces of civilization; all the reservations closed in and pressed upon by ever-increasing masses of population, made up of impetuous, daring, and aggressive settlers, miners, ranchmen, and traders; with no possibility of removal to other reservations or of escape into mountain fastnesses, the only

alternative presented to the Indian race is absolute extinction or a quick entrance into the pale of American civilization. At 25.

The most important measure of legislation ever enacted in this country affecting our Indian affairs is the general allotment law of February 8, 1887. By this law every Indian, of whatever age, may secure title to a farm, enjoy the protection and benefits of the law, both civil and criminal, of the State or Territory in which he may reside, and be subject to the restraints of those laws. At 25-26.

The argument that this legislation or the measures adopted under it should be postponed until the race by gradual process is morally and intellectually adapted to the condition of civilized society is conclusively answered by the fact that a century of effort to so adapt them has produced nothing in that direction which promises any such fitness within a century to come. The exigencies of the age will not await another century or even a quarter of a century of such expenditure of effort and time with such incommensurate results. At 26-27.

NEGOTIATIONS WITH INDIANS.

Agreements were also negotiated by the Commission with the Indians belonging to the Fort Peck, the Fort Belknap, and the Blackfeet agencies, in Northern Montana, for *cession* of about 17,500,000 acres of territory, leaving about 4,151,000 acres to be divided into three separate reservations of sufficient area to meet the wants of the Indians now inhabiting that portion of the large reservation in Northern Montana. The compensation agreed upon for the land proposed to be ceded by this agreement is $4,300,000, . . .

As a summary of the labors of the Commission it is estimated that agreements negotiated provide for *cession* to the United States by the Indians of nearly 22,000,000 acres of territory, besides the surrender by certain tribes of claims to large areas of territory, the quantities and limits of which are rather indefinite and undefined. At 38-39.

The Commission appointed under the [illegible] of March 3, 1885, for the purposes therein required, has made its report, showing that the Umailla, Walla Walla, and Cayuse Indians of Oregon have consented to the provisions of the law for diminishing the area of their reservation, taking lands in severalty, and for sale of their surplus lands for their benefit. They determined and set apart a diminished reservation embracing an area of 119,864 acres, for agricultural, pasture, timber, and school farm lands for the Indians. At 39.

5A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1888) (EMPHASIS ADDED).

On the Lake Traverse Reservation (Sisseton Agency) in Dakota, all the Indians entitled thereto have received allotments, except some 25, and most of these have selected their tracts and will soon receive their allotments. The schedules of allotments already made were certified to by this office on May 10, 1888. They were transmitted to the Secretary and by him approved, and the Commissioner of the General Land Office was directed to cause patents to issue to the allottees, as provided in the fifth section of the severalty act. There remains on the reservation 788,900 acres of unallotted lands, of which surplus the Indians desire to dispose of some portion, and it would doubtless be greatly to their advantage to do so; but no funds are available to defray the necessary expenses of negotiations with them for this purpose. . . .

The coming on of the winter of 1887-'88 necessitated the discontinuance of allotment work on the Siletz, Yankton, Crow and Winnebago Reservations, and for want of funds it could not be resumed in the spring. Work was discontinued on the Absentee Shawnee and Pottawatomie Reservations on the 3d of April last, and for the same reason has not been resumed. At XXXVII.

On the Sisseton Reservation only have allotments been practically completed. . . .

Progress of allotment work elsewhere has been slow, owing to the time required to make surveys preliminary to allotting, and the late date at which the appropriation bill passed. . . .

Considerable opposition to the allotment policy has been developed from two sources. Those who believe in the wisdom of tribal ownership, and in the policy of continuing the Indian in his aboriginal customs, habits, and independence, oppose it because it will eventually dissolve his tribal relations and cause his absorption into the body politic. On the other hand, those who expected that the severalty act would immediately open to public settlement *long-coveted* Indian lands, oppose it because they have learned that these expectations will not be realized. At XXXVIII.

The authority under which, for the past five or six winters, these Indians have cut and marketed their dead-and-down timber has been granted each year by the Department, on recommendation of this office, said recommendation being based on a decision rendered May 19, 1882, by Hon. H. M. Teller, then Secretary of the Interior, in regard to the right of the Sisseton Agency Indians to market such timber from their reservation in Dakota. The decision was as follows:

Sir: I have your letter of the 18th ultimo, asking that I approve of the application of Agent Crissey, of the Sisseton Agency, to allow the Indians on that reservation to cut dead and fallen timber and to sell the same. The Indians of that agency hold their reservation by virtue of a treaty made with the United States in 1867. It is recited in the treaty that, in consideration of certain cessions made by the Indians to the United States and the faithful conduct of the Indians, the Government set apart the reservation for the use of said Indians as a permanent home. It is not claimed, however, that these Indians hold by other and different title from other Indians who occupy their reservations by treaty stipulations. . . .

The fee to the reservation is in the Government, and the right of the Indians to the occupation thereof is as unquestioned as the right of the Government to the fee. In such occupation they can not be disturbed by the Government, save through its legislative department; and it ought not to be supposed that such occupation will be interfered with without the consent of the Indians, unless, by misconduct on their part, the right to occupy should be lost. At XLIII-XLIV.

It proposed to set off from the Sioux Reserve five separate reservations for the Rosebud, Pine Ridge, Lower Brule, Cheyenne River, and Standing Rock Indians, respectively, and to reduce the Crow Creek Reserve (which is separated from the Sioux Reserve by the Missouri River), *and to restore the remaining lands of these two reservations to the public domain. By the boundaries proposed the lands restored would amount to over 11,000,000 acres and the lands retained to a little less than 11,000,000 acres. . . .*

The Indians were to have lands allotted to them in severalty and to receive patents therefore. . . .

The lands restored to the public domain were to be sold to settlers under the provisions of the homestead acts for 50 cents per acre, but $1.50 was to be paid for lands entered for town-site purposes. At LXXIII-LXXIV.

5B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 50TH CONG., 2D SESS. (1888-1889) Vol. 10. (EMPHASIS ADDED).

A beginning has already been made upon another line of policy, from which much appears justifiably to be hoped — the complete dispersion of the tribes and bands by the establishment of individuals as landowners, and the investment of them with the dignity, rights, and privileges of citizenship in the State and nation. At another point I will exhibit what has been accomplished during the past year in the prosecution of this policy. At XXXI.

"INDIAN COUNTRY.

The entire extent of territory *now* in a state of reservation for Indian purposes, including all portions of the Indian Territory, whether in fact occupied or unoccupied by Indians, is 112,413,440 acres; being equivalent to an average of 456 acres for each Indian, computed on the last reported number of the total population, including those estimated as outside the reservations. Of this area, about 81,020,129 acres are within the scope of the *general allotment law of 1887*, and afford an average for the population residing upon such lands, amounting to 173,985, of about 465 acres to

each. *It will be seen that, by the execution of the general allotment law and breaking up of the reservations a wide area of the public domain will be opened to settlement.* . . . At XXXIV.

The work of allotting lands in severalty to Indians which was begun, under the provisions of the act of February 3, 1887 (24 Stats., 388), on seven reservations, the Yankton and *Lake Traverse Reservations* in Dakota Territory, the Winnebago Reservation in Nebraska, the Pottawatomie Reservation in the Indian Territory, the Crow Reservation in Montana, the Fond du Lac Reservation in Minnesota, and the Siletz Reservation in Oregon, was suspended early in 1888, because the funds appropriated for employment of the special agents, and for other expenses incident thereto, had been exhausted. . . .

On the Lake Traverse Reservation the field work had been completed, allotments were made to each Indian belonging thereon, and the schedules of the allotments were presented to this Department for approval and for instructions for patents to be issued to the allottees. At XXXIX.

THE GREAT SIOUX RESERVATION.

By the treaty of 1868 with various bands and tribes of the Sioux nation of Indians — a treaty which, in all the circumstances of its negotiation, as the final composition of bloody disturbances of long continuance urged on the part of the Government by citizens and officers of the Army of the first rank and character, as well as by unusually solemn and particular expressions of engagement, is peculiarly stamped with the obligation of observance by the United States — a reservation of very large extent, then comprehending the most of the Territory of Dakota lying west of the Missouri, was established to be a perpetual home for these people, with specific guaranty on the part of the Government that no white man should be allowed to enter it, to pass through it or across it, without the consent of the Indians first had and obtained; and with the further clause in the twelfth article that — . . .

No treaty for the cession of any portion or part of the reservation herein described which may be held in common shall be of any validity or force as

against the said Indians, unless executed and signed by at least three-fourths of all the adult male Indians occupying or interested in the same. . . .

In *1876* an agreement was made by which the Sioux relinquished a portion of this reservation, embracing the Black Hills country and some territory to the northward, and that agreement was ratified by Congress, although it does not appear to have received the consent, by signature, of three-fourths of the Indians as required under the treaty of 1868. The reservation as so reduced, however, contains a little more than 22,000,000 acres, and there is now upon it a population exceeding 23,000 Indian people, who are rationed and governed through five agencies provided by law and located upon the reserved territory. . . .

The act of the present Congress, approved on the 30th of April, 1888, contains elaborate provisions, the general purposes of which are to reduce the reserved area into six separate reservations and *cede* the remainder, above 11,000,000 acres, to the Government; to open the *ceded portion* to homestead settlement, except so far as shall be necessary for the uses of two railroad companies who have made agreements with the Sioux heretofore for rights of way and station-grounds; to collect from homesteaders upon making final proof, for the use of the Indians, fifty cents per acre of the lands homesteaded, to apply the proceeds to the education and civilization of the Indians, and facilitate the allotment of the separate reservations in severalty and their establishment in independence thereon, extensive advancements being, in the mean time, authorized for these purposes; and to so administer their affairs that, in the end, the people of this nation may be reclaimed from barbarism and established in citizenship. At LVI.

As has been said, the price proposed seemed inadmissible. It would require for nor more land than is now desired to be *ceded* the payment of nearly as much money as was paid to France for the entire territory of Louisiana, merely to extinguish the Indian right of occupancy, the fee being, according to our theory, already in the Government. It would, besides, fix a probable minimum, at least, for the

several millions of acres which must, at a later period, after allotments in severalty have been perfected and their improved condition thereunder shall warrant it, *be further purchased and opened to settlement*.

The policy of Congress is wisely declared by the act to require the disposition of these lands only to homestead settlers, to be paid for after the full period of five years' residence and improvement, which now entitled homesteaders *upon the public domain elsewhere* to a patent without price. At LXIV-LXV.

The other features of the proposed amendments require no further explanation of the reasons for making them than is suggested by their reading, to one who is acquainted with the circumstances. . . .

Attention is invited to the interesting information and full presentment of the various aspects of the problem of *opening this reservation* in the elaborate report of the Commission, which is appended hereto. It appears satisfactorily that, restricted to the sole means of argument and explanation, their full duty was done in their submission of the act. At LXVI.

AGREEMENTS NEGOTIATED WITH INDIANS IN THE STATE OF MINNESOTA AND IN DAKOTA, MONTANA, IDAHO, AND WASHINGTON TERRITORIES.

The agreement entered into with the Gros Ventre, Piegau, Blood, Blackfeet, and River Crow Indians in Montana, for dividing a portion of their reservation into three separate reservations for the use and occupation of the Indians belonging respectively to the Fort Peck Agency, the Fort Belknap Agency, and the Blackfeet Agency, and for relinquishment of the Indian title to the remainder, was ratified by act of Congress approved May 1, 1888. The result of this agreement is the *extinguishment of the Indian title* to a vast area of country, estimated at about 17,500 acres, . . .

These Indians for whom appropriations have heretofore been made for their support, as a gratuity from the Government, will now receive the benefits of such appropriations made as payment of consideration money for the *portion of their territory ceded* by the agreement. At LXVII.

And that this will remain so for many years to come is apparent, when it is considered that *in addition* to 22,000,000 acres of vacant public land open to settlement there are 27,000,000 acres of land in Dakota *within the reservations of the Indian tribes, which will sooner or later be opened*. At CXXII.

6A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1889) (EMPHASIS ADDED).

Unexpectedly called to this responsible position, I entered upon the discharge of its duties with a few simple, well-defined, and strongly-cherished convictions: . . .

First. — The anomalous position heretofore occupied by the Indians in this country can not much longer be maintained. *The reservation system belongs to a "vanishing state of things" and must soon cease to exist*. . . .

Second. — The logic of events demands the absorption of the Indians into our national life, not as Indians, but as American citizens. At 3.

This whole reservation system is an abomination that should cease to exist. At 8.

During the year 1,341 patents have been issued to the Indians of the Lake Traverse Reservation in Dakota, which will be delivered at an early day. The allotment of lands on this reservation having been practically completed, recommendation was made June 21, 1889, that an officer or officers be designated to *negotiate for the relinquishment of such portion of the surplus lands as the Indians might be willing to cede*, and instructions for the guidance of such commission have been prepared and submitted for your approval. At 16.

The second great economical fact is that the lands known as Indian reservations now set apart by the Government for Indian occupancy aggregate

nearly 190,000 square miles. This land, for the most part, is uncultivated and unproductive. When the Indians shall have been properly educated they will utilize a sufficient quantity of those lands for their own support and will *release the remainder that it may be restored to the public domain* to become the foundation for innumerable happy homes; and thus will be added to the national wealth immense tracts of farming land and vast mineral resources which will repay the nation more than one hundred fold for the amount which it is proposed shall be expended in Indian education. At 112.

6B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 51st CONG., 1ST SESS. VOL. II (1889-90) (EMPHASIS ADDED).

Thus the aggregate of these *two cessions* is 5,439,-865.60 acres. By the thirteenth section of this appropriation act, provision was made that the lands so acquired, except the sixteenth and thirty-sixth sections, should be *opened for settlement by proclamation of the President, and disposed of to actual settlers under the homestead laws only.* At IV.

THE SIOUX COMMISSION.

With the allotments the reservation disappears, for after the allotments are made what remains is sold to the Government and the proceeds thereof become a trust fund, the interest on which is paid to the particular tribe, thus producing a reliable annual income. At L.

7A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1890) (EMPHASIS ADDED).

The Indians, with whose welfare and civilization he is charged, are widely scattered, and the territory in what is known as Indian reservations embraces not less than 181,000 square miles. At V.

It has become the *settled policy* of the Government to *break up reservations,* destroy tribal relations, settle Indians upon their own homesteads, incorporate them into the national life, and deal with them not as nations or tribes or

bands, but as individual citizens. The American Indian is to become the Indian American. How far this process has advanced during the past year will be shown under the head of the *reduction of reservations* and allotment of lands. At VI.

It was further settled in the case of the Cherokee Nation *v.* The State of Georgia (5 Peters, p. 1) that the Indians had an unquestionable and theretofore an unquestioned right to the lands they occupied *until* that right of occupancy was extinguished by voluntary *cession* to the Government; . . . at XXIII.

REDUCTION OF RESERVATIONS.

At the date of the last annual report of this office there were one hundred and thirty-three Indian reservations in the United States (counting the twenty-two small reserves of the Mission Indians of California as one only and the nineteen Pueblo reserves in New Mexico also as one), having an aggregate area of about 116,000,000 acres or 181,250 square miles, which is greater than that of the New England and Middle States combined, greater than the aggregate area of the States of Ohio, Indiana, Illinois, and Kentucky, and nearly equal to the combined area of the two Dakotas and Montana. To carry the comparison further, it is larger by half than the United Kingdom of Great Britain and Ireland, larger than Sweden or Norway, and nearly as large as either France or Spain. The total Indian population of the United States, exclusive of Alaska, was, by the census of 1889, 250,483, and exclusive of the five civilized tribes in Indian Territory, 185, 283. At XXXVII.

Where it is suitable for agricultural or grazing purposes, it is the present policy of the Government to allot land in severalty to the Indians within their respective reservations . . . to patent these individual holdings, with a restriction against alienation for twenty-five years, or longer, in the discretion of the President, and to purchase from the respective tribes any or all of the surplus land remaining after the allotments have been made. The general law for this is the allotment act of February 8, 1887 (24 Stat. p. 388), applicable to all reservations, except . . . at XXXVIII.

In numerous instances, where clearly desirable, Congress has by special legislation authorized negotiations with the Indians for portions of their reservations without waiting for the slower process of the general allotment act, which involves the survey of the land, the allotment in severalty by special agents appointed by the President for that purpose, and negotiations with the Indians for the cession and relinquishment of their surplus unallotted lands. . . .

It is estimated that under such special legislation about 13,000,000 acres of land have been secured by cession from the Indians during the past year; and there are agreements now pending before Congress, through which, if ratified, the Government will acquire some 4,500,000 acres more; all of which will, under the operation of these laws, be open *to white settlement* in the near future. . . .

Of the land actually acquired, about 9,000,000 acres are in North and South Dakota, secured from the Sioux (act of March 2, 1889, 25 Stat., p. 888), and about 4,000,000 acres in Minnesota,* acquired from the Chippewas (act of January 14, 1889, 25 Stat., p. 642). *The agreements now pending in Congress will, if ratified, restore to the public domain* about 1,600,000 acres in North Dakota, in the Fort Berthold Reservation; about 660,000 acres in South Dakota, in the *Lake Traverse* (Sisseton,) *Reservation;* about 185,000 acres in Idaho, in the Coeur d'Alene Reservation; about 1,095,000 acres in Colorado, being the whole of the southern Ute Reservation; and about 941,000 acres in Oklahoma Territory, now embraced in the Pottawattomie, Iowa, and Sac and Fox Reservations; a grand total of upwards of 17,400,000 acres, or *about one seventh of all the Indian lands in the United States.* . . .

The Chippewas ceded all of their lands in Minnesota embraced in the several reservations occupied by them, except the White Earth Reservation, of which they ceded four entire townships, and excepting also the Red Lake Reservation, of which they ceded perhaps three-fourths, but it can not be ascertained how much or just what particular portions of said reservations, except White Earth and Red Lake, have actually been relinquished to the United States until the Indians shall have selected and received the allotments to which they are entitled under said act. At XXXVIII-XXXIX.

This might seem like a somewhat rapid reduction of the landed estate of the Indians, but when it is considered that for the most part the land relinquished was not being used for any purpose

whatever, that scarcely any of it was in cultivation, that the Indians did not need it and would not be likely to need it at any future time, and that they were, as is believed, reasonably well paid for it, the matter assumes quite a different aspect. The sooner the tribal relations are broken up and *the reservation system done away* with the better it will be for all concerned. . . .

As a general rule, I would not advise the purchase of the surplus lands until the Indians have been located upon and absolutely secured in their individual holdings. At XXXVIII-XXXIX.

As already stated, the general allotment act of February 8, 1887, confirms the Indian title in all existing reservations. It provides that in all cases where any tribe or band of Indians has been or shall hereafter be located upon any reservation created for their use, "either by treaty stipulation or by virtue of an act of Congress, or by executive order, setting apart the same for their use," the President of the United States may, whenever in his opinion any reservation or any part thereof is suitable for the purpose, allot the lands of said reservation in severalty to the Indians located thereon, in quantities as specified; and that after lands shall have been so allotted, or sooner, if in the opinion of the President it shall be for the best interests of the Indians, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservation not allotted as such tribe shall from time to time consent to sell, "upon such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians." . . .

I desire to ask special attention to the *great importance* of the early ratification of agreements made with Indians for the *cession of portions of their reservations.* Delay in such matters is not understood by them, often works hardship, creates unrest, begets distrust, and greatly retards their progress. It should be remembered that while these agreements often involve the appropriation of large sums of money, the amount is almost wholly reimbursable from the sale of the land.

CHIPPEWA INDIANS IN MINNESOTA.

Since the date of the last annual report, the 1341 patents issued to the Sisseton and Wahpeton Indians, on the Lake Traverse Reservation, in North and South Dakota, have been delivered to the Indians. The agreement, however, for the cession of their surplus lands now pending in Congress, provides for additional allotments, so that each Indian belonging to the reservation shall have 160 acres of land. At XLV.

The division of Indian lands in severalty and the ultimate *destruction* of the tribal and *reservation systems* being inevitable, the Indians should be taught to look forward to this and be prepared, so far as practicable, to meet it. At LXIX.

7B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 51ST CONG., 2D SESS. (1890-91) (EMPHASIS ADDED).

And again, while this Territory has been forming, *great additions from the Indian reservations have been made to the public domain* soon to be opened to settlement. The various Indian commissions have made *agreements*, now awaiting Congressional action, with different tribes for many *millions of acres*. At I.

INDIAN AFFAIRS

But it needs to be said that a much larger area of land than is necessary is held for Indian occupancy.

. . .

There has been a *reduction* during the fiscal year by *cession* of Indian title to reservations under ratified agreements to the extent of about 13,000,000 acres of lands heretofore held by them, leaving the aggregate area of reserved land at this time over 103,000,000 acres. . . . *The surplus held in reservation appears therefore to be unreasonably large. A large portion of it is lying idle, and is a bar to the Indians' progress, and our country's development. To restore this to the public domain* will work no hardship to the Indians, if the *cessions* are made

upon terms as fair as have characterized the agreements recently negotiated. At XXIII-XXIV.

INDIAN CESSIONS.

THE GREAT SIOUX IN NORTH AND SOUTH DAKOTA.

THE CHIPPEWAS IN MINNESOTA. At XXVI.

OTHER CESSIONS MADE.

There are pending in Congress agreements as follows: For the cession of about 1,600,000 acres of the Fort Berthold Agency Reservation in North Dakota, negotiated under provisions of the act of May 15, 1886 (24 Stats., 44); for about 184,960 acres of the Coeur d'-Alene Reservation in Idaho, negotiated under the act of March 2, 1889 (25 Stats., 1003); for about 600,000 acres of the Lake Traverse Reservation in South Dakota, negotiated under the provisions of section 5 of the general allotment act of February 8, 1887 (24 Stats., 388); for about 1,095,000 acres of the Southern Ute Reservation in Colorado, negotiated under the fourth section of the act of May 1, 1888 (25 Stats., 133), and for about 7,871 acres of the Flathead Indians in Bitter Root Valley, Montana, negotiated under the provisions of the act of March 2, 1889 (25 Stats., 871). These should all have early attention by Congress. At XXVII.

CESSIONS BY VARIOUS TRIBES THROUGH THE CHEROKEE COMMISSION.

OTHER COMMISSIONS TO NEGOTIATE *CESSIONS*

The appointment of the following commissions was also authorized during the last session of Congress: . . . at 28.

NORTHERN BAND OF CHEYENNES. At XXVIII.

TURTLE MOUNTAIN BAND.

WARM SPRINGS INDIANS. At XXIX.

CROW INDIANS. At XXX.

Under the authority contained in the fifth section of the general allotment law (24 Stats., 388) successful negotiations were conducted with the Sisseton Indians in South Dakota for the cession of their surplus lands, and the agreement entered into for this purpose, which was submitted to Congress early in the session, passed the Senate, but failed to receive favorable consideration in the House of Representatives. The failure to ratify this agreement is a matter to be greatly regretted. . . . At XXXV.

8A. SIXTEENTH ANNUAL REPORT OF COMMISSIONER OF INDIAN AFFAIRS (1891) (EMPHASIS ADDED).

If the policy of allotting lands is conceded to be wise, then it should be applied at an early day to all alike wherever the circumstances will warrant. If we have settled upon the breaking up of the tribal relations, the extinguishment of the Indian titles to surplus lands, and the restoration of the unneeded surplus to the *public domain*, let it be done thoroughly. If reservations have proven to be inadequate for the purposes for which they were designed, have shown themselves a hindrance to the progress of the Indian as well as an obstruction in the pathway of civilization, let the reservations, as speedily as wisdom dictates, be utterly destroyed and entirely swept away. At 8.

The policy above outlined will eventually make all Indians citizens of the United States, when the *Indian reservation will no longer appear on our maps*, and the autonomy of the tribes, a fact to us, will be mere history to the generations that will come. At XXVI.

EARLY ALLOTMENTS.

The policy of dividing lands owned or occupied in common by an Indian tribe among its several members was inaugurated by act of March 3, 1839, which authorized division of the lands of the Brothertown Indians (Wisconsin) by a commission of five of their principal head men, and for the

issuance of patents in fee simply to the Indians and their heirs and assigns. . . .

PROGRESS IN ALLOTMENTS

In 1887 the first *general* law was enacted (24 Stats., 388), and by its provisions lands were to be given to the several members of a tribe (except married women), in quantities differing according to the age of the allottee, or status as the head of a family, or otherwise. At 40.

REDUCTION OF RESERVATIONS.

The work of reducing the area of the reservations, by extinguishing by purchase from the Indians their title to the land and its *restoration to the public domain*, has been carried forward rapidly, as is shown in the following detailed statements: . . .

Counting the 22 small reserves of the Mission Indians of California as only one reserve and the 19 Pueblo reserves of New Mexico as one also, the number of reservations as given in the annual report of this office for 1890 was 138, having an aggregate area of about 104,314,349 acres, or 162,991 square miles. This amount is about 12,071,380 acres, or 18,861 square miles, less than the amount reported in 1889, while at the present time there are five more reservations than in 1889, owing to the division of the Great Sioux Reservation, as provided by act of March 2, 1889. . . .

The agreements ratified by act of Congress approved February 13, 1891 (26 Stats., 749), *restored to the public domain* 391,184.65 acres from the Sac and Fox Reservations, in Oklahoma, including 25,194.61 acres for school purposes; and from the Iowa Reservation, in the same Territory, 219,446.27 acres, including 12,271.75 acres for school purposes. The ratification of agreements by the act of March 3, 1891 (26 Stats., 989), *restored to the public domain* from the Pottawatomie Reservation, Oklahoma, 309,134.77 acres, including 22,650.44 for school purposes; from the Cheyenne and Arapaho Reservation, Oklahoma, about 3,000,000 acres; from the Coeur d'Alene Reservation, Idaho, about 185,000 acres; from the Fort Berthold Reservation,

North Dakota, about 1,600,000 acres; *from the Lake Traverse Reservation*, South Dakota, about 660,000 acres, and from the Crow Reservation, Montana, about 1,800,000 acres; a total of about 8,164,765 acres. At 44.

The *ceded portion* of the Fort Berthold Reservation, North Dakota, consisting of about 1,600,000 acres, has been *thrown open to settlement* by proclamation of the President. . . .

The *ceded lands* of the Coeur d'Alene Reservation, Idaho, were *opened to settlement* from the date of the approval of the act. . . .

Allotments of land are being made on the Lake Traverse Reservation, South Dakota, and the Cheyenne and Arapaho Reservation, Oklahoma, and surveys are in progress upon the Crow Reservation, Montana, and when they are completed and the terms of the act ratifying the respective agreements with the Indians of the several reservations shall have been fully compiled with, the unallotted or vacant lands embraced within the *ceded portions will be thrown open to settlement*. . . .

The agreement with the Indians of the Southern Ute Reservation, in Colorado referred to in my last annual report, was not ratified by the last Congress.

NEGOTIATIONS FOR FURTHER REDUCTIONS.

The Indian appropriation act for the fiscal year ending June 30, 1892 (26 Stats., 1010), contains the following provisions: . . .

To enable the Secretary of the Interior in his discretion to negotiate with any Indians for the surrender of portions of their respective reservations, any agreement thus negotiated being subject to subsequent ratification by Congress, $15,000 or so much thereof as may be necessary. At 45.

RESERVATIONS SHOULD NOT BE REDUCED TOO RAPIDLY.

While perhaps it is possible to push such work too rapidly, I do not hesitate to say that the ultimate destruction of the entire system of reservations is inevitable. There is no place for it in our present condition of life, and it must go. The millions of

acres of Indian lands now lying absolutely unused are needed as homes for our rapidly increasing population and must be so utilized. Whatever right and title the Indians have in them is subject to and must yield to the demands of civilization. They should be protected in the permanent possession of all this land necessary for their own support, and whatever is taken from them should be paid for at its full market value. But it can not be expected under any circumstances that these reservations can remain intact, hindering the progress of civilization, requiring an army to protect them from the encroachments of home-seekers, and maintaining a perpetual abode of savagery and animalism. The Indians themselves are not slow to appreciate the force of the logic of events, and are becoming more and more ready to listen to propositions for the reduction of the reservations and the extinguishment of their title to such portions of the land as are not required for their own use. At 46.

. . . but the *breaking up of the reservations* and the coming of the white men with all their better modes of life necessitate a closer acquaintance with each other . . . at 47.

8B. REPORT OF THE SECRETARY OF THE INTERIOR, H. EXEC. DOC. 52ND CONG., 1ST SESS. VOL. 14 (1891-92) (EMPHASIS ADDED).

Sir: The years of the present administration have been marked to a notable degree by the expansion of the *public domain* for private settlement. European nations strive with one another to plant colonies beyond their borders, even in Africa and on distant islands; but our country is so fortunately situated that within its own boundaries are vast tracts of fertile land *heretofore unused*, on which communities can establish themselves in a single day, and be protected by an almost instantaneous but easy and peaceful application of our system of laws and government to their new relations. . . .

OKLAHOMA—NEW PURCHASES OPENED TO SETTLEMENT.

The peaceful and efficient overtures of the government have been met in an intelligent spirit by the different Indian tribes visited by Commissions, and for valuable considerations *large por-*

tions of their reservations have been ceded for settlement. Agreements were made by the Cherokee Commission during the previous fiscal year in the territory of Oklahoma with the Sacs and Foxes of the Mississippi, the Iowas, the Absentee Shawnees, and the Citizen Pottawatomies. These agreements were ratified by Congress at its last session. The allotments to the Indians were duly made, amounting in most cases to 160 acres each. At III.

By your proclamation dated September 18, 1891, all this domain, with required exceptions, was opened to settlement at the hour of 12 o'clock noon (central standard time), Tuesday, September 22. The lands can be acquired only by actual settlers under the homestead or town-site laws. At IV.

The agreement with these tribes made in October, 1890, and has been ratified by act of Congress. . . . As soon as the allotments are made there will be 3,000,000 acres ready upon your proclamation for settlement — equal to 18,750 homesteads of 160 acres each. At V.

A total of 27,619 Indians naturalized, and total of *acres acquired for settlement* of about 23,000,000 during the present administration alone.

He acquires a standing as complainant or otherwise in our courts on the same footing as other citizens, except as to his allotments which the government directly guards. At V-VI.

AGREEMENTS WITH INDIANS DURING THE PRESENT ADMINISTRATION.

The following table exhibits in condensed form the results of the successful labors of the various commissions negotiating with the Indians since the commencement of the present Administration, with dates of agreements, and a summary of lands purchased in Oklahoma. At VII.

HOMESTEAD SETTLERS

The allotment law, commonly known as the *Dawes bill*, has secured for its author the praise of

all interested in the welfare of the Indians. It has been accepted as the very best means of solving the Indian problem, and it is now, as has been pointed out in the earlier part of this report, receiving an administration, chiefly by written consent and agreement of the Indians, that promises to develop rapidly its benefits for allottees. At XXXV.

In a previous portion of this report it has been said that the allotment bill, commonly styled the *"Dawes bill,"* whereby, through the effect of allotments, citizenship is conferred upon the allottee, has had general recognition and approval. We should not now interfere with its principal provisions or defeat any of its beneficent effects. Its purpose is to change the Indians from the state of wardship to citizenship. This process has been going on for many years, and with increased force from year to year. There are no facts furnished upon which it can be asserted that the results of this policy are injurious to the Indians, or threatening to become so, while there is abundant evidence that severance of the tribal relations, the establishment of the Indian upon his own property, and the *opening of his great reservations* to white settlement have been conducive to the welfare of all concerned. At XXXVIII.

INDIAN CESSIONS AND INDIAN COMMISSIONS.

The public land transferred from uselessness to cultivation through treaties made between the Indians and the United States has been acquired by the effective agency of various commissions, some of which are still in the field. At XLII.

COLVILLE RESERVATION.

. . . in the state of Washington, to *negotiate* with the bands of Indians on the Colville Indian Reservation, in Washington, for the *cession* of such portion of the reservation as the Indians may be willing to dispose of, that the same may be opened to white settlement. At LI.

Some allotments are being made on the ceded portion of the great Sioux Reservation, . . . at LVII-LVIII.

9A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1892) (EMPHASIS ADDED).

Of course it is possible to continue the present reservation system and the exercise of guardianship over these people in the future as in the past for an indefinite period to come. The objections to this, however, are many and vital. The agency and reservation system has possibly accomplished some good in the past, and it has, at present, the possibility of benefit during the transition period, but certainly no wise man who understands the situation would venture even to suggest that the system should be made permanent. At 5.

The power of the agent in cases where land has been allotted — as, for instance among the Sissetons, the Yanktons, the Nez Perces, and elsewhere — is very limited indeed. Those under him are no longer his subjects, but citizens of the United States. He can not maintain an Indian police force or exercise any of the autocratic power to which he was accustomed when they were still merely wards of the nation. He is agent, therefore, in large part only in name, having the shadow of his office rather than its substance. To entirely discontinue the agency, however, and leave the people who have so long been accustomed to paternal guidance to their own resources would, in many cases, work great hardship. . . .

By placing the superintendent of the school in charge of affairs, transferring to him something of the duties that have devolved hitherto upon the agent, and constituting him their chief counselor, director, and leader, the Indians would be spared many of the evils that might result from too hasty an abolition of the agency system. At the same time there would be the doing away of the agency proper . . . at 9-10.

COMMISSIONS AND NEGOTIATIONS FOR REDUCTION OF RESERVATIONS.

Pyramid Lake Reservation, Nev. At 74.

Colville Reservation, Wash. — The agreement negotiated by this commission, to which reference was made in my last annual report, was transmitted to Congress at the beginning of the last session, accompanied by the draft of a bill to ratify the same, notwithstanding the fact that certain of the provisions of the agreement were somewhat unsatisfactory. . . .

In reporting upon the bill the Senate Committee on Indian Affairs (Senate Report 664, Fifty-second Congress, first session) took the ground that as this reservation was established by executive order, it could be restored without the consent of the Indians. . . .

Upon that ground Congress, instead of ratifying or rejecting the agreement, passed an act vacating and restoring to the public domain that portion of the reservation which the Indians had agreed to sell, the lands so vacated and restored to be opened to settlement and entry by proclamation of the President. The act provides that the net proceeds of the lands shall be set apart in the Treasury of the United States, subject to further appropriation by Congress for public use, but until so otherwise appropriated shall be subject to expenditure by the Secretary of the Interior in the building of schoolhouses, the maintenance of schools for the Indians, the payment of such part of the local taxation as may be properly applied to the lands allotted to such Indians, and in such other ways as he may deem proper for the promotion of education, civilization, and self-support among said Indians. The act became a law without the approval of the President. . . .

It is a matter of regret that this new position was not taken by Congress before the negotiations were authorized, instead of after the Indians had given their consent to the restoration of lands upon terms and conditions which have been wholly ignored in the act. The Indians were thus led to believe that their consent was necessary and that they could

dictate the terms, and may feel aggrieved because the negotiations have been repudiated and their rights denied. At 76.

Another reason for the increase of business is the *breaking up of reservations* and the allotment of lands. During the past three years *more than 24,000,000 acres of Indian lands* have been *restored to the public domain*, and the amount of office work involved in preparing instructions for commissions, examining their accounts, and reporting upon their labors, as well as in allotting lands, has been very great. At 136.

REPORT OF SISSETON AGENCY.

The Reservation and Indians. — The Sisseton and Wahpetons no longer hold their land in common, having taken allotments in severalty, and on April 15 of the present year *this reservation was thrown open for settlement under the homestead law*, . . . At 469.

9B. REPORT OF THE SECRETARY OF INTERIOR, H. EXEC. DOC. 52ND CONG., 2D SESS. VOL. 12 (1892-93) (EMPHASIS ADDED).

Large areas of land held in reserve for indian purposes have been restored to the public domain. Agreements negotiated with fourteen indian tribes have provided for restoration to the public domain of nearly 26,000,000 acres, and a great bulk of this vast property has already been opened to public settlement. Other agreements negotiated are pending in Congress, and when ratified will add 10,000,000 acres at least for the same purpose. . . .

As a part of the work of reduction of indian reservations, 9,000,000 acres of the lands formerly occupied by the great Sioux Nation of indians in North and South Dakota have been opened as public domain, . . .

The same process of reduction of indian reservations is in progress in other sections of the country, where large areas of land are yet reserved for Indian occupancy. At VII.

RESERVATIONS AND TRIBES BROKEN UP.

The reservation system and the continuance of tribal relations have been *broken* to such a degree that what remains of these obstacles to the Indian's progress is light and easily removed. *The reservations have been purchased and converted into settlements after due allotments to the Indians* in sufficient quantities to enable them each to have a farm, and this, with a constant suppression of the influence attempted to be exercised by chiefs or head men, has developed among these people a sense of the importance of the individual, an appreciation of his power to take care of himself and of the necessity that it should be exercised. At VIII.

One grand result of the purchases of indian lands has been the establishment of the territory of Oklahoma. . . .

There have been negotiated agreements with Indians for the purchase of at least 10,000,000 acres, to be added to this territory, the most recent being that of the Kiowas and the most important that for the Cherokee Strip. At IX.

Since the 4th of March, 1889, more than 24,000,000 acres of Indian lands, released by the Indians of their right of occupancy, have been restored to the public domain and opened to settlement, to become the homes of pioneer settlers. In addition, a number of agreements have been negotiated which, when ratified, will swell the total area to over 30,000,000 acres of land, heretofore reserved and uncultivated, made available for productive use. During the same time 12,273 allotments in severalty have been made to Indians and 7,248 patents have been issued and delivered to Indian allottees, and others are in course of preparation. . . .

The negotiations for relinquishment of portions of reservations and allotments of land have involved many delicate questions and a great amount of work by the department and the indian bureau. At XXXIII.

NEGOTIATIONS WITH THE INDIANS.

Important negotiations were conducted and in progress with Indian tribes during the past fiscal year, and others have been recently inaugurated under provisions of law providing therefor, which are briefly referred to as follows: . . .At XXXIX.

SHOSHONE INDIAN COMMISSION.

The Department has been for some time in possession of information to the effect that the indians occupying the Shoshone or Wind River Reservation, Wyo., desired to take their lands by allotment and dispose of a portion of their reservation to the United States. The whites looking to the development of that State were anxious that negotiations be opened with the indians for the surrender of a portion of their reservation. At XLII.

COLVILLE COMMISSION.

Mark A. Fullerton, of Colfax, Oregon; William H. H. Dufur, of Dufur, Oregon, and James F. Payne, of Alma, N. C., were appointed as commissioners to determine the correct location of the northern line of the Warm Springs Reservation in Oregon, and also to negotiate with the various bands of Indians occupying the Colville Reservation, Wash., for the surrender of such portion thereof as they might choose to dispose of. Both duties were discharged by the Commission, and an agreement was concluded with the Indians of the Colville Reservation whereby they ceded to the United States the northern half of their reservation, embracing about 1,500,000 acres, for a consideration of $1,500,000. The report of the commission, their proceedings, and the agreement negotiated, were submitted to Congress at the beginning of its last session, accompanied by a draft of a bill to ratify the same, although certain provisions of the agreement were somewhat unsatisfactory to the Department. That body, when the agreement came before it for consideration, took the ground that as that reservation had been established by Executive order, it could be restored to the public domain without the consent of the Indians, and passed an act vacating and restoring to the public domain that portion of the reservation which the Indians had agreed to cede, the same to be thrown open to settlement and entry by proclamation of the President. This act becomes a law without the approval of the President. . . .

The act provides that the net proceeds of the lands so restored shall be set apart in the Treasury of the United States for the time being, but subject to such future appropriation for public use as Congress may make, and that until so otherwise appropriated may be subject to expenditure by the Secretary of the Interior from time to time for certain specific purposes for their benefit, and in the promotion of education, civilization, and self-support among the said Indians. . . .

The action of Congress in relation to this reservation constitutes legislative declaration as to the status of Executive order reservations. It is to be regretted that this declaration was not made prior to the appointment of a commission to treat with the Indians occupying this reservation for a relinquishment of a portion of it, for by the fact that a commission was sent to negotiate with them the Indians were led to believe through the councils held by the Commission that they possessed title to the lands and ought to be consulted as to the disposal thereof. The fact that their supposed rights have been ignored and that a portion of their reservation has been vacated and restored without their consent may cause them to feel sorely aggrieved when the land shall be opened to settlement after the survey thereof. At XLV-XLVI.

10A. REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1893) (EMPHASIS ADDED).

COMMISSIONS AND NEGOTIATIONS FOR REDUCTION OF RESERVATIONS.

Shoshone Reservation, Wyoming. — Under the provisions of a clause contained in the Indian appropriation act approved March 3, 1891 (26 Stats.,

1010), the Secretary of the Interior appointed three commissioners to negotiate with the Indians of Shoshone or Wind River reservation in Wyoming for the surrender of a portion of their reserve. . . .

Pyramid Lake Reservation, Nevada. — As stated in office report for the year 1892, an agreement was negotiated October 17, 1891, with the Pah Ute Indians residing upon the Pyramid Lake Reservation in Nevada, for the surrender of the southern portion of the reservation embracing the town of Wadsworth. At 30.

Siletz Reservation, Oregon. — October 1, 1892, an agreement was concluded with the Indians of this reservation, whereby they ceded to the United States, for the sum of $100,000, all their claim, right, title, and interest in and to all the unallotted lands of the reservation, except five sections of timber land, the amount ceded being about 178,840 acres. . . .

Nez Perce Reservation, Idaho. — May 1, 1893, an agreement was concluded with the Nez Perces in Idaho, by which they ceded to the United States all their unallotted lands (except some 30,000 acres of timber) for the sum of $1,626,222 and certain other considerations. The agreement has not yet been submitted to you for transmittal to Congress. . . .

Yankton Reservation, S. Dak. — The report of the Yankton Commission, dated March 31, 1893, and filed in the Department May 27, 1893, submitted an agreement concluded with the Yankton Sioux Indians December 31, 1892, by which they ceded to the United States all their surplus lands, some 168,000 acres, for the sum of $600,000 plus $20 for each male adult of the tribe. At 32.

11A. ANNUAL REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1894) (EMPHASIS ADDED).

. . .but of recent years Congress has been in the habit of attaching to this act agreements with various Indian tribes and of ratifying them therein, instead of ratifying them in separate acts, as in former years. This adds to what is called an appropriation for the Indian service large sums which are really payments for lands purchased by the Government primarily for the benefit of its white citizens. At 2.

Siletz, Yankton, and Nez Perces. — The agreement concluded with the Siletz Indians in Oregon, October 1, 1892, that with the Yankton Sioux in South Dakota, concluded December 31, 1892, and that with the Nez Perces in Idaho, concluded May 1, 1893, referred to in my last annual report, were ratified by the act of Congress approved August 15, 1894 — the Indian appropriation act. Under these agreements *some 880,000 acres of land will be restored to the public domain for disposition as provided in said act. At 28.*

That agreement has not been ratified, but Senate bill No. 99, Fifty-third Congress, second session, now pending, provides for vacating and restoring to the *public domain* the entire Walker River Reservation, and also a portion of the Pyramid Lake Reservation, which portion embraces a larger extent of territory than that included in the agreement. At 26-27.

11B. REPORT OF THE SECRETARY OF THE INTERIOR H. EXEC. DOC., 53RD CONG., 3RD SESS. VOL. 14 (1894-95) (EMPHASIS ADDED).

There are two means chiefly relied upon — education and *allotments of land in severalty*. . . .

I do not question the advisability of allotting land to Indians in severalty, but I do most seriously question the propriety of this course before the Indians have progressed sufficiently to utilize the land when taken. The allotments should be made to the Indians in severalty for the good of the Indians, for the advancement of the Indians, not for the purpose of obtaining land connected with the Indian reservation to satisfy the insatiable desire of border men, who obtain it frequently, not for homes, but for speculation. . . .

I urge a treatment of Indian land based solely upon the purpose of realizing from it for its owners the highest possible value. What is best for the Indians — to keep their land or to sell it? If the

members of a tribe have reached a state sufficiently civilized to be able to progress still further by selling a portion of their land, then sales should be made; but the land should not be purchased from the Indians at the best bargain the United States can make. It should be sold for the Indians by the United States, the Department acting as a faithful trustee, and obtaining for the Indians every dollar the land will bring. At III-IV.

AGREEMENTS. — The agreements concluded in 1892 and 1893 with the Nez Perces, Yankton Sioux, Yuma, and Siletz Indians, were ratified by the last session of Congress, and will result in *restoring to the public domain some 921,000 acres of land.* At IX.

12A. REPORT OF THE SECRETARY OF THE INTERIOR, H. DOC. 54TH CONG., 1ST SESS. VOL. 14 (1895-96) (EMPHASIS ADDED).

The area of public lands undisposed of at the close of the fiscal year amounted to 599,083,495 acres. This aggregate does not include Ohio, Indiana, and Illinois, in which a few isolated tracts may remain. It is also exclusive of Alaska, containing approximately 370,000,000 acres, and military and *Indian reservations,* reservoir sites, and timber reserves, *which may in the future be added to the public domain.* At XVII.

13A. ANNUAL REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS (1896).

COMMISSIONS

Crow, Flathead, Northern Cheyenne, Fort Hall, Uintah, and Yakima. — The Indian appropriation act for the current fiscal year authorizes the appointment by the Secretary of the Interior of a commission to consist of three persons, not more than two of whom shall be of the same political party and not more than one of whom shall be resident of any one State, to negotiate with the following Indians, viz: The Crow and Flathead Indians in Montana for the cession of portions of their respective reservations; the Northern Cheyennes and Crows

for the removal of the Northern Cheyennes from their present reservation on the Rosebud River to the southern portion of the Crow Reservation; the Indians of the Fort Hall Reservation in Idaho, the Uintah Reservation in Utah, and the Yakima Reservation in Washington, for the surrender of any portions of their respective reservations, and for such modification of existing treaties with them as may be deemed desirable by the Indians and the Secretary of the Interior; any agreement thus negotiated to be subject to ratification by Congress. At 32.

13B. REPORT OF THE SECRETARY OF THE INTERIOR (1896) H. DOCS. 54TH CONG., 2D SESS. VOL. 12 (1896-97) (EMPHASIS ADDED).

The public domain, or public lands — the property of the nation, and subject to legislative control and disposition by Congress alone — is the area known as public lands acquired by treaty, capture, cession by States, conquest or other acquisition, and purchase. At VI.

It is also exclusive of military and *Indian reservations,* reservoir site and timber reservations, and tracts covered by selections, filings, railroad grants, and claims as yet unadjudicated, a part of which *may in the future be added to the public domain.* At VII.

COMMISSIONS.

The Crow and Flathead Indians in Montana for the *cession* of portions of their respective reservations; the Northern Cheyennes and Crows for the removal of the Northern Cheyennes from their present reservation on the Rosebud River to the southern portion of the Crow Reservation; the Indians of the Fort Hall Reservation in Idaho, the Uintah Reservation in Utah, and the Yakima Reservation in Washington, for the surrender of any portions of their respective reservations, and for such modification of existing treaties with them as may be deemed desirable by the Indians and the

Secretary of the Interior; any agreement thus negotiated to be subject to ratification by Congress. At XLVI-XLVII.

THE UNCOMPAHGRE INDIAN RESERVATION.

A commission was appointed to allot the lands, and was instructed to inform the Secretary of the Interior what portion of the Uncompahgre Reservation in Utah *was not required for allotment or was unfit for agricultural uses, in order that the same might be restored to the public domain and opened for sett'ement*. That commission was duly appointed, but had difficulty in finding sufficient agricultural lands within the reservation to make the allotments, and was totally unsuccessful in persuading the Uncompahgres to agree to pay $1.25 per acre for the same. At XLVIII.

If this Court deems agency constructions and interpretations of surplus land statutes enacted pursuant to the Dawes Act of 1887 significant, the Annual Reports of the Commissioner of Indian Affairs and Secretary of the Interior contemporaneous with the period in which the statutes were passed should be more than adequate in this respect. *See* Appendix II for an extensive compilation of similar materials.

Certainly such reports are a more reliable indicia of congressional intent in 1891 than a similar construction by either the agencies or Congress in the 1930's, 1940's or the 1970's. For if the whole arena of Indian Affairs has one salient characteristic since the turn of the century, that characteristic is one of inconsistency and policy reversals. One need only compare the termination attitudes of the early 1900's with the subsequent reservation legislation of the 1930's, and need not even refer to the termination policies of the 1950's, to aptly illustrate the point.

Therefore, in addition to the inherent deficiencies attributable to any later source when used to establish an earlier fact situation, the documents of Indian Affairs are

even more susceptible because of this fluctuation in policy. The customary "vantage point of time" becomes in this situation a serious disadvantage. This is the reason Respondent has taken the position that everything should be referred back to its own year; a position which was, in part, assumed by this Court in *Mattz* v. *Arnett*, 412 U.S. 481 (1973), and which Respondent would urge be carefully considered in the instant case.

III

THE CARTOGRAPHIC RECORD OF INDIAN RESERVATIONS CONCLUSIVELY ESTABLISHES THAT CONGRESS DID NOT ALTER THE FUNDAMENTAL PRECEPT OF CESSION AGREEMENTS BY SIMPLY TAILORING THE AGREEMENTS TO THE DAWES ACT OF 1887: THE LAKE TRAVERSE RESERVATION WAS UNEQUIVOCALLY REMOVED THEREFROM.

Petitioner has termed the cartographic record as "not entirely clear" and has concluded that the unequivocal removal of the large orange triangle representing the Lake Traverse Reservation in 1891 on the official Map of the Office of Indian Affairs from the same map in 1892 was "insignificant". B.P., N. 31 at 43, 44. At 10, *supra*, the statement was made that an examination of the official Maps of the Office of Indian Affairs showing the Indian Reservations within the United States appended each year to the Annual Report of the Commissioner of Indian Affairs graphically accentuates the argument of Respondent in the instant case. The following summary analysis of the cartographic record is intended to conclusively support that statement.

Each year during the period in question, a map was compiled under the direction of the Commissioner of Indian Affairs showing the Indian Reservations within the limits of the United States as solid orange configurations superimposed upon an outline of the United States. When a treaty or cession disestablished a reservation or a portion thereof and the

reservation was subsequently opened to settlement, the same orange configuration was consistently removed therefrom. For example, *see* the treatment accorded the Great Sioux Reservation in 1888 and 1889. Prior to the ratification of the agreement in the instant case, the Lake Traverse Reservation was represented thereon as a large orange triangle in the northeastern corner of what was then Dakota Territory. This same large orange triangle was immediately and unequivocally removed from the map after the ratification and subsequent opening of the Lake Traverse Reservation in 1892. The published Indian Reservation Maps of the General Land Office, as well as other miscellaneous maps on file in the Cartographic Archives Division of the National Archives, Washington, D.C., similarly depict this removal of the Lake Traverse Reservation, as well as other ceded reservations or portions thereof.

Sixteen years later, with a change in administration, the new Commissioner of Indian Affairs initiated a new map of Indian Reservations throughout the United States with orange lines encompassing some of the white areas of what had theretofore been reservations but had within the past twenty years been previously ceded and thrown open to settlement. What had been Lake Traverse Reservation, as well as many other ceded reservations such as those encompassing the southwestern one-fourth of Oklahoma, were depicted in this manner and referred to in the legend as an "opened" reservation. The reservations that had never been ceded and thrown open to settlement continued to be represented by the same orange configurations.

In 1918 the map changed again and the same white areas encompassed by colored lines are shaded in and denoted in the legend as "former reservations." The reservations that had never been ceded and thrown open to settlement were still represented by the original orange configuration of earlier years.

With respect to the issue in the instant case, neither the 1908 colored line nor the "former" designations on the maps beginning in 1918, are really probative of the interpretation actually accorded the 1891 Act by those primarily responsible for its administration. As was the case with the documents of Indian Affairs in general, Respondent would submit that only the contemporary construction, within a reasonable period of the passage of the act, is persuasive in this respect. Certainly the first sixteen years of a continuous and unequivocal treatment of disestablishment should qualify as both reasonable and persuasive, especially in light of the additional years previous to 1892 wherein reservations which were similarly ceded and thrown open to settlement were similarly removed from these same maps. The date of the 1971 map cited by Petitioner speaks for itself in this respect. B.P., N.31 at 43-44.

In reference to the Indian Reservation Maps in general, the one important point that must be noted is that the removal of the reservation ordinarily corresponded with the year of the *opening* rather than the ratification or the passage of the act. Respondent has submitted that this practice was because of an administrative convenience, discussed *infra*, in connection with the preposition arguments of Petitioner. In this respect, the importance of similar maps in *Seymour* v. *Superintendent*, 368 U.S. 351 (1962), was negligible as neither the North Half nor the South Half of the Colville Reservation were "opened" until a considerable number of years after the passage of the acts therein. Hence, even the North Half of the Colville Reservation appears intact on these same maps for some years after the passage of the 1892 Act which vacated and restored it to the public domain. With respect to the issue in *Mattz* v. *Arnett*, 412 U.S. 481 (1973), the cartographic record, as noted in the Briefs to this Court by the parties therein, was similarly of negligible importance, but for two altogether different reasons: The complex prior history of the area, in addition to the Executive Order of 1891, and the inherent difficulties presented by the size of the

reservation in question. The result of which was a cartographic record of some support to both petitioner and respondent's position. B.P. at 24-26, B. R. 22-24, P.R.B. 21-23 and R.S.B. 3-5, *Mattz, supra.*

None of the difficulties presented by the cartographic record of the acts construed in *Seymour* and *Mattz* are present in the instant case. The Lake Traverse Reservation was immediately and unequivocally removed from the official maps in the same manner as the other earlier cessions that disestablished reservations or portions thereof, as well as the contemporaneous cessions ratified by the same Congress, on the same day, in the same bill as the Sisseton-Wahpeton Agreement. In this light, the effect of the 1891 Act on the status of the Lake Traverse Reservation present in the legislative history and surrounding circumstances, *supra*, is once again confirmed by yet another probative source of disestablishment. The discussion of this same effect on the face of the Act, *infra*, should serve to conclusively establish this to be the *only* construction of the 1891 Act consonant with the intent of Congress in 1891.

IV

THE CURRENT STATUS OF THE LAKE TRAVERSE RESERVATION SHOULD BE DETERMINED BY PLACING BOTH THE LANGAUGE AND THE LEGISLATIVE HISTORY OF THE ACT OF MARCH 3, 1891, IN A PROPER HISTORICAL PERSPECTIVE.

The Brief for Petitioner is illustrative of the sophisticated nature of the arguments which have been presented to many of the lower courts resolving issues similar to the one presented herein: In the main, sovereignty and unfounded emotionalism are coupled with a plea for an almost blind adherence to recent precedent which is pounded throughout and buttressed by blatant policy arguments and presumptions of statutory construction in favor of Indian Tribes. The result is, of course, a well researched and, at first glance, a well documented argument supporting the strong generalizations therein that a *certain* reservation was not diminished or disestablished and that a *certain* argument compels the court to reach a similar conclusion. However, no degree of sophistication can weather an exposure to the contemporary documents of the period and still make persuasive an argument that does not accurately reflect the evidence of congressional intent found therein. The Brief for Petitioner in the instant case is not an exception.

A. THE LEGISLATIVE HISTORY OF THE ACT OF MARCH 3, 1891, DOES NOT SUPPORT THE POSITION THAT THE LAKE TRAVERSE RESERVATION WAS TO CONTINUE TO EXIST AS SUCH.

Respondent notes and deems significant that *in only three instances* in Petitioner's entire brief was an attempt made to actually substantiate its arguments by quotations from a portion of the *Congressional Record* or Senate and House Reports. B.P. at 18, 19, 20. In all three, the quotations are of such a general nature that they cannot fairly be said to be probative of anything.

The first is merely a description by Mr. Diggs (not General Whittlesey) of the rapid settlement and civilization, as well as other advantages, that would follow the ratification of the agreement and subsequent opening of the reservation. How such a "discussion leading to the 1889 agreement *compels rejection* of any suggestion that the proposed law would disestablish the reservation" is certainly not apparent from the text of the Brief for Petitioner. B.P. at 18 (emphasis added).

The second, a remark by Congressman Gifford to the effect that the tribes that felt the influence of civilization in their vicinity were becoming civilized and self-supporting, is similarly totally without any probative value whatsoever, even if it was concerned with the Sisseton-Wahpetons, which it was not. B.P. at 19.

The third relates back to the reason for establishing the reservation and the "loyal scout claim" and in no way whatsoever is it even related to the issue of whether or not Congress intended to disestablish the Lake Traverse Reservation.

The concluding paragraph of this section typically contains citations to *Seymour* v. *Superintendent*, 368 U.S. 351 (1962), and *Mattz* v. *Arnett*, 412 U.S. 481 (1973), which, in conjunction with the three isolated quotations, are said to conclusively support the assertion that "the purpose, surrounding circumstances and legislative history of the 1891 Act are inconsistent with an intent to disestablish or diminish the reservation." B.P. at 17. If the argument of Petitioner is a true reflection of the congressional intent expressed by the Act of 1891, somewhere in the voluminous legislative history of the 1891 Act this concept should appear in a form substantiating that position. Certainly Petitioner would have set forth such an enlightening passage at length and would not, therefore, have been forced to quote three pasages which are probative of nothing and then fall back on *Seymour* and *Mattz* as support for the proposition that the "purpose, surrounding circumstances and legislative history" of the 1891 *Sisseton-Wahpeton* Act are inconsistent with a congressional intent to disestablish the *Sisseton-Wahpeton* Reservation. B.P. at 17.

In light of the established rule of Indian Law that separate treaties with separate tribes must be separately contrued, the argument of Petitioner becomes even more untenable. Respondent would submit that this request for an almost blind adherence to precedent is founded upon the fact that the purpose, surrounding circumstances and legislative history of the Sisseton-Wahpeton material clearly evidences an intent by Congress to restore the unallotted land to the public domain and thereby disestablish the Lake Traverse Reservation. *See* Parts I, II, III, *supra*.

B. THE LANGUAGE OF THE ACT OF MARCH 3, 1891, DOES NOT SUPPORT THE POSITION THAT THE LAKE TRAVERSE RESERVATION WAS TO CONTINUE TO EXIST AS SUCH.

Under the subheading, "language of the 1891 Act *rejects* disestablishment," the main thrust of all Petitioner's arguments has been directed toward an attempt to persuade this Court that the operative language of the 1891 Act was not intended by Congress to restore the unallotted land to the public domain and thereby disestablish the Lake Traverse Reservation. B.P. at 21.

Hedging from the beginning, the arguments commence with calling this Court's attention to Petitioner's general rule that if ambiguities arise in the course of discussion, statutes passed for the benefit of dependant Indian tribes must be resolved in favor of the Indians. B.P. at 21. At the end, Petitioner concludes with "[a]t worst, the language is ambinguous, *necessitating* construction in favor of the Indians." B.P. at 33 (emphasis added). Respondent would agree with Petitioner's initial statement that the language of the 1891 Act probably doesn't require invocation of Petitioner's general rule but for altogether different reasons, none of which, even "at worst," necessitate a construction in favor of the position of Petitioner. Rather than "reject disestablishment," the plain language of the 1891 Act, viewed either from a proper historical perspective or in light of the purpose, surrounding circumstances and legislative history of the Sisseton-Wahpeton Agreement, would seem to compel the conclusion that the unallotted land was restored to the public domain and the Lake Traverse Reservation was thereby disestablished.

1. The Operative Language of the 1891 Act Disestablished the Lake Traverse Reservation.

Section 26 of the 1891 Act sets forth the clear and unambiguous operative language of the Sisseton-Wahpeton cession agreement in the following manner:

> The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby *cede, sell, relinquish,* and *convey* to the United States *all their claim, right, title,* and *interest in* and *to all* the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made. Act of March 3, 1891, 26 Stat. 1035, 1036 (emphasis added).

Petitioner has termed "untenable" a conclusion that such language was intended by Congress to disestablish the Lake Traverse Reservation as such or separate any tracts therefrom. B.P. at 15. Respondent would respectfully submit that, when viewed in a *proper historical perspective,* the operative language of the 1891 Act was intended by Congress to disestablish the Lake Traverse Reservation in precisely the same manner as other reservations disestablished by Congress in the 80 years prior to the 1891 Act by cession language identical in all material respects. Indeed, even the prior cession agreements of the Sisseton-Wahpetons aptly illustrate this precise point.

In 1897 the Secretary of the Interior was requested by Congress to compile a report containing:
"... copies of all treaties or agreements made with the Sisseton and Wahpeton bands of Dakota of Sioux Indians prior to and since eighteen hundred and sixty-three... ." Act of June 7, 1897, 30 Stat. 89 (1897).

In his report, S. Doc. No. 68, 55th Cong., 2nd Sess. (1898), submitted to Congress on January 17, 1898, the Secretary of the Interior included the text of each and every treaty or cession agreement, including the 1891 Act. S. Doc. No. 68, 55th Cong., 2nd Sess. 22-58 (1898).

An examination of the operative language of the documents therein reveals that, since 1830, cession language in all material respects identical to the operative language of the 1891 Act had been utilized by the Government of the United States, via cession agreements or treaties, to extinguish the claim or title of the members of the Sisseton-Wahpeton bands to areas now encompassed by Minnesota and Iowa, as well as other vast tracts of territory. For example:

> 1. *The said Tribes cede and relinquish to the United States forever all their right and title to the lands lying within the following boundaries,* ... Treaty of 1831 contained in Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2nd Sess. 22 (1898) (emphasis added).
>
> 2. ... *Wah-peton and Sisseton Bands of the Sioux cede and relinquish to the United States forever, a Tract of Country* .... Treaty of 1831 contained in Report of the Secretary of the Interior, S.Doc. No. 68, 55th Cong., 2d Sess. 23 (1898) (emphasis added).
>
> 3. ... *forever cede, relinquish and quit claim to the United States all our right, title and interest of whatsoever nature in, and to, the lands lying between the State of Missouri, and the Missouri River,* ... Treaty of 1836 contained in Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 30 (1898) (emphasis added).
>
> 4. ...*cede, sell, and relinquish to the United States, all their lands in the State of Iowa; and, also, all their lands in the Territory of Minnesota,* ... Treaty of 1851 contained in Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 31 (1898) (emphasis added).
>
> 5. *The said bands hereby cede to the United States the right to construct wagon roads, railroads, mail stations, telegraph lines, and such other public improvements as the interest of the government may require, over and across the lands claimed by said*

bands (including their reservation as hereinafter designated) . . . Treaty of 1867 contained in Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 42 (1898) (emphasis added).

6. *To cede, sell, and relinquish to the United States all their right, title, and interest in and to all lands and territory . . . as well as all lands in the Territory of Dakota to which they have title or interest,* . . . Treaty of 1872 contained in Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 48 (1898) (emphasis added).

7. . . . *To cede, sell, and relinquish to the United States all their right, title, and interest in and to all lands and territory,* . . . *as well as all lands in the Territory of Dakota to which they have title or interest,* . . . Treaty of 1867 contained in Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 52 (1898) (emphasis added).

8. *The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made.* Act of March 3, 1891, c. 543, 26 Stat. 1032, 1036.

The transactions were variously referred to throughout the remainder of the Articles as cessions, cessions and relinquishments, cession or relinquishment, territory proposed to be ceded, country thereby ceded, lands ceded, Indian title thereby to be entirely extinguished, foregoing cessions and negotiations, *ad infinitum*.

In a prefatory synopsis, the Secretary of the Interior describes the substance of each cession. For example, the substance of the Treaty of June 19, 1858, 12 Stat. 1037, is described as follows:

TREATY OF JUNE 19, 1858. (12 Stat., 1037)
By article 2 of this treaty a part of the lands described in the original third article of the treaty of 1851, which were subsequently confirmed to the Indians by the act of July 31, 1854, as a *permanent* reservation, *were ceded to the United States,* . . . Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 5 (1898) (emphasis added).

The substance of the 1891 Act is similarly described:

AGREEMENT OF DECEMBER 12, 1889.
(Ratified by act of Congress approved March 3, 1891, 26 Stat., 1035.)

By this agreement the Sissetons and Wahpetons *ceded all the unallotted lands of their reservation (Lake Traverse) in North and South Dakota,* to be paid for by the United States, at the rate of $2.50 per acre.[14] Report of the Secretary of the Interior, S. Doc. No. 68, 55th Cong., 2d Sess. 8 (1898) (emphasis added).

Nothing in the entire report can fairly be said to support the position of Petitioner that the operative language of the 1891 Act was in substance any different from the cessions of the 1830's, 1850's or the 1860's. In this respect, the attempt of Petitioner to distinguish between the "unequivocal language" of an "absolute cession," ("forever and absolutely") and the operative cession language of the 1891 Act is without merit. B.P. at 24, 14. Similarly, the substance of the operative language of the earlier cession agreements or

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14. In a letter to Senator Thurston, Chairman of the Senate Committee on Indian Affairs, the Secretary of the Interior again failed to note any distinction in this respect between the cession agreements:

> The document numbered 68 shows that $7,146,629.80 were paid to and expended for the Sisseton and Wahpeton bands in the same period, under all treaties with them or acts of Congress for their benefit, being an excess of $1,034,971.92, over all treaty or legal obligation or requirements, including the value of *lands ceded by the treaties or agreement of 1867, 1872 and 1889*, and an excess of $4,425,197.44 over the value or amount of forfeited annuities. Letter from E. A. Hitchcock, Secretary of the Interior to Sen. John M. Thurston, Chairman, Committee on Indian Affairs, March 10, 1900 (emphasis added).

treaties also disposes of the assertion by Petitioner that "the failure to use such unequivocal language in the Lake Traverse provisions *can only* be regarded as an intent *not* to disestablish or diminish the reservation." B.P. at 24 (emphasis added).

Historically, cession language identical in all material respects to the language of the 1891 Act has ordinarily been understood by jurors generally to designate the transfer of territory from one government to another. *Worcester* v. *Georgia*, 31 U.S. 515 (1832); *Cherokee Nation* v. *Georgia*, 30 U.S. 1 (1831); *Strother* v. *Lucas*, 37 U.S. 410 (1838). When one nation cedes territory to another, it generally hands over the title in sovereignty good against all the world. *Goetz* v. *United States*, 103 F. 72 (1900). In fact, prior to the decision of the court below, four separate courts have similarly construed the operative language of the 1891 Sisseton Act to have disestablished the Sisseton-Wahpeton Reservation. *See* the discussion of the *DeMarrias* decisions, infra at 159-164, citing the operative langauge as an "explicit manifestation" of disestablishment. As recently as 1965, the Tenth Circuit Court of Appeals concurred in the analysis of the *DeMarrias* decisions. *Ellis v. Page*, 351 F. 2d 250 (1965).

> The Comanche, Kiowa and Apache Treaty in Tooisgah and the Cheyenne and Arapahoe Treaty involved here were negotiated treaties or agreements between the government and the Indian tribes by which in consideration of the payment of money and allotments in severalty the tribes did 'cede, convey, transfer, relinquish and surrender, forever and absolutely, without any reservation', all their claim in and to the lands embraced within the designated reservation. While the words of alienation employed in the treaties do not formally disestablish the reservations, we think they have the unequivocal effect of doing so. *In treaty parlance they are as appropriate to disestablish the reservations as the Congressional words 'vacate and restore' employed in the 1892 Act to disestablish a portion of the Colville reservation.* *Ellis, supra* at 252 (emphasis added).

In general, the import of the definition of cede in the three major law dictionaries is similarly consonant with this construction:

Black's Law Dictionary, Third Ed. (1933).

> CEDE - To yield up; to assign; to grant. *Generally used to designate the transfer of territory from one government to another.* (emphasis added).

Ballentines Law Dictionary, 3rd Edition, Edited by William S. Anderson (1969).

> CEDE - The precise meaning of the word depends somewhat on the subject matter with which it is connected. In some instances, it is used in the sense of 'grant', but ordinarily it means to yield, to surrender, to give up. Thus a person grants, conveys, or deeds land, *whereas a nation transfers territory by 'ceding it.'* (emphasis added).

Bouvier's Law Dictionary, Baldwin's Century Edition (1934).

> CEDE - To assign; to transfer. *Applied to the act by which one state or nation transfers territory to another.* (emphasis added).

With respect to the portion of *Worcester* v. *Georgia*, 31 U.S. 515 (1832), cited by Petitioner, Respondent does not agree that Chief Justice Marshall was therein "considering" the legal effect of "cession" language. B.P. at 55. Rather, Respondent would argue that Chief Justice Marshall was referring to

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15. *Tooisgah v. United States*, 186 F.2d 93 (CA 10 1950), the earlier decision to which the Tenth Circuit refers, also held that the reservation therein was similarly disestablished by a *cession* agreement identical in all material respects to the Sisseton-Wahpeton Agreement in the instant case.

the ambiguous phrase " 'managing all their affairs' " at the beginning of the paragraph. *Worcester* v. *Georgia*, *supra* at 553. In any event, such a discussion would not be controlling as to the manner in which the members of the Sisseton-Wahpeton Tribe understood the transaction in the instant case. An examination of the council transcripts of the 1889 negotiations, *supra*, establishes that the members of the Sisseton-Wahpeton Tribe understood the precise nature of the proceedings even down to the finest details on interest alternatives. Throughout the entire transcripts, although the terminology varies, references were made to earlier cessions by treaty and the effects thereof, as well as to the recently concluded negotiations for the cession of a portion of the Great Sioux Reservation.

As far as the effect attributed to the cession terminology by Congress is concerned, the record is clear and unambiguous, as evidenced by the material set forth in Part I, *supra*. Similarly, the action, as well as the effect of the other agreements ratified in the Act of March 3, 1891, support this conclusion. Nor is there any doubt as to the agency construction thereof. The Annual Reports in general and specifically attributed this same effect to the ratification of the agreement. Part II, *supra*. On its face the Act of March 3, 1891, disestablished the Lake Traverse Reservation. The "subject to the laws of the State" terminology, discussed *infra*, adds additional support to this construction.

2. The "Subject to the Laws of the State Wherein Located" Language of the 1891 Act Supports the Position of Respondent that the Act was Intended by Congress to Disestablish the Lake Traverse Reservation.

Section 30 of the 1891 Act places the "subject to the laws of the state wherein located" portion of the 1891 Sisseton-Wahpeton Act in the following context:

> SEC. 30. That the lands by said agreement ceded, sold, relinquished, and conveyed to the United States shall immediately, upon the payment to the parties entitled thereto of their share of the funds made immediately available by this act, and upon the completion of the allotments as provided for in said agreement, be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located: *Provided*, That patents shall not issue until the settler or entryman shall have paid to the United States the sum of two dollars and fifty cents per acre for the land taken up by such homesteader, and the title to the lands so entered shall remain in the United States until said money is duly paid by such entryman or his legal representatives, or his widow, who shall have the right to pay the money and complete the entry of her deceased husband in her own name, and shall receive a patent for the same. Act of March 3, 1891, 26 Stat. 1035, 1039.

In this instance Petitioner has not only termed "untenable" any argument that such language supports a conclusion that the 1891 Act was intended by Congress to disestablish the Lake Traverse Reservation, but also has further asserted that "the only intelligible meaning of Section 30's state law clause is that it modified the *only* immediately preceding clause." B.P. at 15, N. 22 at 32 (emphasis added).

The Eighth Circuit Court of Appeals in *United States ex rel. Feather* v. *Erickson*, 489 F.2d 99 (CA8 1973), rejected the argument of Respondent that Section 30 conferred state jurisdiction upon the entire portion of the ceded lands and termed the conclusion of Petitioner "more plausible." *United States ex rel. Feather*, *supra* at 101. In this respect, the court not only departed from the position it deemed praiseworthy in 1963, but also reached a conclusion contrary to that of the four *DeMarrias* decisions discussed *supra* and *infra*. Since the

South Dakota Supreme Court in the instant case construed the phrase consonant with, and specifically cited this aspect of the *DeMarrias* decisions with approval, Respondent elected to seek, from two independant sources, professional opinions on the grammatical construction and meaning of this portion of Section 30 of the Act of March 3, 1891.

For the first opinion, Respondent addressed a letter to the English Department of the University of South Dakota, Vermillion, South Dakota, and requested an interpretation of the meaning and intent of Congress in regard to the aforementioned language contained in Section 30 of the 1891 Act, postulating two possible interpretations:

> 1. The lands shall be subject only to entry and settlement under the homestead and townsite laws of the United States and be subject to the laws of the state wherein located; or
>
> 2. The sixteenth and thirty-sixth sections of said lands shall be reserved for common school purposes and be subject to the laws of the state wherein located.

Seven members of the English Department responded in a detailed analysis of parallel structure, word order and punctuation set forth at Appendix I, 31-34. The majority, based upon their observations and analyses, "supported the conclusion that the writer's intent was to allow the first 'shall' to control the final phrase, with the resultant interpretation that all of the lands, not just those sections reserved for school purposes, are to be subject to state law." Appendix I, 33.

For the second opinion Respondent requested Marion R. Smyser, a Professor of Law, who has for several years instructed Legislation and similar courses at the School of Law of the University of South Dakota, Vermillion, South Dakota, to construe the language contained in this portion of Section 30. In Professor Smyser's opinion:

> Such comma would have been unnecessary and certainly improper if the framers of the questioned language had intended to confine the phrase 'and be subject to the laws of the State wherein located' to the lands referred to in lines 9 and 10. The fact that the framers saw fit to utilize the comma after the word purposes in line 12 clearly indicates that they purposely separated the said phrase from the subject immediately preceeding it . . . .

The complete text of this response is set forth at Appendix I, 38-39.

In addition to the above opinions, when one considers the cession terminology and the repeated references to the public domain discussed in Part I, the argument of Petitioner that Congress intended only the school lands to be subject to the laws of the State becomes even less persuasive.

The Eighth Circuit Court of Appeals accepted as "more plausible" a third argument that the comma should not have been there at all. *United States ex rel. Feather, supra* at 101. Although Petitioner has apparently declined to advance the "misplaced comma" argument, in itself somewhat of a misnomer for a comma that should not have been there at all, standard rules of statutory construction would seem to preclude such an interpretation. At least, this would be the rule in the absence of persuasive evidence to the contrary, and in this respect the *Feather* opinion will not suffice.

3. A Congressional Determination to Disestablish: The Public Domain.

If any one principle permeates Federal Indian Law with respect to the issue in the instant case, that principle is the irreconcilable inconsistency which exists between Indian reservation boundaries and the public domain. For over one hundred years Congress had been restoring reservations or portions thereof to the public domain and that restoration necessarily disestablished the boundaries of reservations.

This principle is the foundation upon which *Seymour*, *Mattz* and all of the recent decisions are based. As Petitioner has succinctly stated "Public domain land is not Indian Country." B.P. at 47. Throughout the entire Brief of Petitioner, particularly in the section concerned with the language of the 1891 Act, this Court's attention is directed to the fact that, on its face, the 1891 Act does not "specifically" contain the public domain terminology; from this position it is therefore argued that "no portion of it was restored to the public domain." B.P. at 23, 24. Although Petitioner is correct in stating that the 1891 Act on its face did not specifically refer to "public domain," the conclusions drawn therefrom are clearly erroneous. In light of this fact and because of the importance of this concept of "public domain" as one indication by which to conclusively establish the effect of a certain act on a certain reservation, a somewhat detailed analysis of the concept and precepts of the public domain terminology is necessary at this point.

In the first instance, but for the fact that several cession agreements were all presented to the House and the Senate at the same time, and some of the phraseology had to be altered by Senator Dawes to somewhat structure the entire 1891 Act, the Sisseton-Wahpeton portion thereof might well have contained the "public domain" terminology that Petitioner deems so important. In addition, Respondent has already established that the Crow agreement passed by the same Congress, on the same day, in the same bill as the Sisseton-Wahpeton Agreement was *similarly defective* in this respect; no one could question the fact that it effectively disestablished a portion of the Crow Reservation by restoring it to the public domain. An examination of many of the other cession agreements from the 1860's on, can also be found to be similarly defective, although such agreements undeniably disestablished reservations once encompassing nearly half of the territory of the midwestern and northwestern states. All of which leads one back to the origin of the general statements in some of the recent decisions, and explicitly set

forth in *Mattz* v. *Arnett*, 412 U.S. 481 (1973), that Congress has used clear language on the face of the act in legislation that disestablished reservations or portions thereof, such as "vacated and restored to the public domain" terminology: The statute which vacated and restored to the public domain the unallotted portion of the North Half of the Colville Reservation, 27 Stat. 63 (1892).

At the time this Court decided *Seymour* v. *Superintendent*, 363 U.S. 351 (1962), the 1892 Colville Act was, of course, the most logical standard with which to compare the 1906 Colville Act. After all, the 1892 Act had accomplished the very result that the respondent had asked this Court to attribute to the 1906 Colville Act. Similarly, when an analogous issue was presented in *Mattz*, the 1892 Colville Act was again a most logical reference with which to compare the 1892 Klamath River Act. Unfortunately, what seemed the most logical and natural choice of a standard was, in actuality, just about the most *atypical* statute in terms of reservation openings that had been enacted since 1887. Exactly what happened and the reasons for the rather unusual procedure and specific wording of the 1892 Colville Act, was succinctly condensed in the 1892 Annual Reports of the Commissioner of Indian Affairs and Secretary of Interior, 103-104, 106-107, *supra*. For purposes here, it should suffice to state that but for the refusal of Congress to recognize the title of the residents of the Colville Reservation by failing to ratify an already concluded cession agreement, in all material respects procedurally and textually identical to the Sisseton-Wahpeton agreement, the 1892 Colville Act would have been a mirror image of the 1891 Sisseton-Wahpeton Act. The "vacate and restore to the public domain" terminology utilized by Congress to *unilaterally* disestablish a portion of the Colville Reservation would have, in all probability, never appeared on the face of the 1892 Colville Act. Nevertheless, the North Half of the Colville Reservation would have been just as effectively restored to the public domain.

While this Court merely listed the "vacate and restore to the public domain" terminology as an example of clear language of disestablishment in the *Mattz* opinion, others have taken a more distorted position similar to that of Petitioner: "When Congress disestablishes or diminishes reservations" the unallotted portions thereof are "*specifically* restored to the public domain" on the face of the act. B.P. at 23-24 (emphasis added). The result of which has led some courts to treat the "public domain" terminology as words of art without which reservations could not have been disestablished unless such phraseology appeared on the face of the act. Consequently, other indicia equally probative of the intent of Congress, such as the "cede and relinquish" terminology discussed *supra*, have been painfully neglected in the recent opinions.

In any event, the Sisseton-Wahpeton materials clearly surpass the full statement of the standard set forth in *Mattz* that a congressional determination to disestablish "be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history." *Mattz*, *supra* at 505. As far as the legislative history and surrounding circumstances are concerned, the material set forth in Part I not only specifically attributes this same "public domain" effect to the 1891 Act, but it also contains other analogous references that can only be construed as a congressional determination to disestablish the Lake Traverse Reservation. *See* Part II, III. As far as the face of the 1891 Act is concerned, the "cede and relinquish" terminology, *supra*, should of itself be determinative of the issue, especially in light of other sections such as the "subject to the laws of the state" section discussed *supra* and the school land grant discussed, *infra*.

4. The School Land Grant of the 1891 Act Supports the Position of Respondent that the Act was Intended by Congress to Disestablish the Lake Traverse Reservation.

An integral part of the attempt to avoid the plain wording on the face of the 1891 Act, which states that the land so

affected shall be subject to the jurisdiction of the State of South Dakota, is involved in the treatment accorded the school land grant by Petitioner. B.P. at 27-28, 30, 31, 32, 33. A detailed examination of the form and substance of this argument reveals, and is in general, illustrative of the irreconcilable inconsistencies inherent in the position of Petitioner: That the 1891 Act did not restore the unallotted land to the public domain and thereby disestablish the Lake Traverse Reservation.

Initially, the argument is prefaced with Petitioner's general ambiguity rule mandating this Court to construe the laws most favorably in accordance with the arguments of Petitioner. B.P. at 27-28. From this point, the statement is made that "Section 30 only makes the land reserved for schools subject to state laws" and that such jurisdiction is only "proprietary in scope." B.P. at 30. In the first instance, for an Act of Congress to make an explicit grant of jurisdiction to the state of only two sections per township would seem rather anomolous in light of Petitioner's argument that those sections would still be within the boundaries of a reservation.

The argument proceeds with a reiteration "that the 'subject to the laws of the State' clause in Section 30 had application to land sections 16 and 36 only," (B.P. at 31) which is then footnoted to a statement that " 'subject to the laws of the State' should not necessarily be construed as equivalent to 'subject to the jurisdiction of the State.' " B.P. N. 21, at 31. From here the whole argument further deteriorates with a statement that "section 30 can be plausibly interpreted as continuing tribal jurisdiction over the land sections 16 and 36, although the tribe is enjoined to apply the laws of the State," with a citation to support such a "construction" that ostensibly this Court had previously held, in an analogous situation, that the federal courts "had jurisdiction over crimes committed by Indians on section 16, within the reservation but ceded to the state for school purposes" in *United States* v. *Thomas*, 151 U.S. 577, 585 (1894). B.P. N. 21, at 31

Apart from the fact that in *Thomas, supra*, the grant had been made *prior* to the establishment of the reservation and by no stretch of the imagination would the fact situation therein square with the proposition for which it is cited by Petitioner, this whole argument would seem to Respondent to be most tenuous, even without the further assertion that:

> Section 30 of the 1891 Act does not grant land sections 16 and 36 to South [D]akota nore [sic] does it provide for the purchase of these land sections by the State. It merely *reserves* these land sections for common school purposes and makes them subject to the laws of the State. B.P. N. 21, at 31 (emphasis as in original).

Irrespective of how this Court ultimately resolves the "subject to the laws of the State" comma issue, *supra*, the one thing that is very clear with respect to the school land grant, is that the argument of Petitioner that the 1891 Act "does not *grant*" nor "provide for the *purchase* of these land sections" but "merely *reserves* these land sections for common school purposes," is *patently* erroneous because it is in conflict with another *express* provision of the 1891 Act. B.P. N. 21, at 31. Respondent is referring to Section 38 which applies to *all* of the school land "grants" of the separate agreements incorporated into and ratified by the 1891 Act, wherein it is succinctly stated that:

> SEC. 38. No provision for settlement on or sale of the lands in the *various agreements hereinbefore mentioned* shall apply to sections sixteen and thirty six thereon, which land in the States are hereby *granted* to the State in which they are situated, for the support of the common schools of such State under the limitations prescribed by law, and such sections in the Territories of the United States are reserved from occupancy, entry, or sale, under any land law of the United States; but this provision shall not apply to mineral land which may be disposed of under the laws applicable thereto. Act of March 3, 1891, § 38, 26 Stat. 1044 (1891) (emphasis added).

But for the importance of such a grant, to be hereinafter set forth in detail, Respondent would not have dwelt upon the confusing nature of the argument of Petitioner in this instance. However, when the school land section is examined in light of the *condition precedent* to such a grant, as set forth in the South Dakota Enabling Act, the reason for the rather special treatment hereby accorded this provision will become apparent.

As far as Respondent has been able to determine, Petitioner's statement that the 1889 Agreement did not contain the language of the school land grant is totally correct. Nor did our search of the Sisseton-Wahpeton legislative history reveal an explanation that Petitioner was unable to locate, other than the reference cited by Petitioner, which in no way clarifies the necessity for such a grant in a cession agreement. However, an examination of the legislative history of another analogous and, in all material respects, *identical* cession agreement concluded with the members of the Rosebud Sioux Tribe for a cession of a portion of the Rosebud Reservation, is most definitely informative and sheds considerable light on the very issue presented in the instant case.

In essence, the legislative history of the Rosebud cession reveals that a provision in the Enabling Act, admitting the State of South Dakota into the Union, was worded in such a manner that the disestablishment of a reservation and its restoration to the public domain by Congress operated as a *condition precedent* to any grant of school land to the state from areas then *within* the boundaries of a reservation. In other words, such a grant would not become operative *until* the reservation or a portion thereof was disestablished and restored to the public domain by Congress.

Although the other legislative histories of similar cessions or "openings" in South Dakota subject the grant to the identical condition precedent, Respondent will set forth only the

Rosebud materials as an example to clarify and substantiate this position.

A few years after the Sisseton-Wahpeton Agreement was ratified, the Department of the Interior instructed that negotiations be commenced with the members of the Rosebud Sioux Tribe for a cession of a portion of their reservation. The operative language of the concluded cession agreement is identical, in all material respects, to that of the Sisseton-Wahpeton Agreement: "[C]ede, surrender, grant, and convey to the United States all their claim, right, title, and interest in and to . . ." S. Doc. No. 31, 57th Cong., 1st Sess. 28 (1901). As was the case in the Sisseton-Wahpeton Agreement, the school land grant provision was not incorporated into the cession agreement. B.P. at 30. Rather, again as in the Sisseton-Wahpeton case, the agreement was amended in Washington by the Senate Committee on Indian Affairs. This time, however, a full and concise explanation of the necessity for the amendment was related by the Senator who had sponsored the legislation: An explanation which is totally inconsistent and inherently in conflict with the argument of Petitioner that the 1891 Sisseton-Wahpeton Act did not restore the unallotted land to the public domain and thereby disestablish the Lake Traverse Reservation.

On the first day the Rosebud cession agreement was presented on the floor of the Senate for ratification, Senator Gamble of South Dakota immediately proposed, and the Senate immediately agreed to, without discussion, the school land grant amendment. He then explained the necessity for the amendment to the Senate:

> Under the provisions of the enabling act authorizing the admission of the State of South Dakota into the Union, sections 16 and 36 in every township were reserved for school purposes. *This provision did not apply to permanent Indian reservations, but became operative when the Indian title was extinguished and the lands restored to and became a part of the public domain.* 35 Cong. Rec., 3187 (1902) (emphasis added).

The provision of the enabling act to which Senator Gamble referred provided:

> Nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act *until the reservation shall have been extinguished and such lands be restored to, and become a part of the public domain.* Act of February 22, 1889, ch. 180, 25 Stat. 676 (emphasis added).

The House later received an identical explanation from South Dakota's Representative Mr. Charles Burke, who later served as Commissioner of Indian Affairs and was equally as active and knowledgeable in Indian Affairs as Senator Gamble, particularly in this area of reservation legislation:

> Mr. BURKE: I am glad that the gentleman has asked me that question. I would state that under the *enabling act* under which the State of South Dakota was admitted to the Union it was provided that sections 16 and 36 in said State should be reserved for the use of the common schools of that State, and *it further provided that as to the lands within an Indian reservation the provisions of that grant would not become operative until the reservation was extinguished and the land restored to the public domain.* That enabling act was passed by Congress on the 22nd day of February, 1889. In March of that same year Congress ratified a treaty with the Sioux Indians in South Dakota for the cession of something like ten or eleven millions of acres of land, and made an express appropriation, in accordance with provisions of the enabling act, to pay outright out of the Treasury the money for sections 16 and 36 of that land at the price stipulated for in the treaty.
> Mr. FINLEY: Then, as I understand the gentleman, he bases the wisdom or equity for this provision upon the enabling act admitting South Dakota into the Union.

Mr. BURKE: Yes.
Mr. FINLEY: And not otherwise?
Mr. BURKE: No. 38 Cong. Rec. 1423 (1904) (emphasis added).

As stated above, this same explanation, that the reservations or portions thereof would be disestablished and restored to the public domain by the pending cession legislation, the condition precedent in the enabling act to making operative the school land grant, is repeatedly contained in the *Congressional Record* and the House and Senate documents. The most comprehensive account of this effect is set forth in S. Rep., No. 6838, which clearly and specifically attributes this same condition precedent to the *1891 Sisseton-Wahpeton Act*.

> Section 6 of the bill reserves sections 16 and 36 in each township for the use of the common schools, and grants the same to the State of South Dakota, and section 7 makes an appropriation to pay for the same at $2.50 per acre. This is following the *precedents* which have heretofore been established in the *opening* of other reservations in South Dakota, and is based upon section 10 of the act of Congress admitting South Dakota into the Union, approved February 22, 1889. Said section is as follows:
>
> SEC. 10. That upon the admission of each of said States into the Union sections numbered sixteen and thirty-six in every township of said proposed States, and where such sections, or any part thereof, have been sold or otherwise disposed of by or under the authority of any act of Congress, other lands equivalent thereto, in legal subdivisions of not less than one-quarter section, and as contiguous as may be to the section in lieu of which the same is taken, are hereby granted to said States for the support of common schools, such indemnity lands to be selected within said States in such manner as the legislature may provide, with the approval of the Secretary of the Interior: Provided, That the sixteenth and thirty-sixth sections embraced in permanent reservations for national purposes shall not at any time be subject to the grants nor indemnity provisions of this act, nor shall any lands embraced in Indian, military, or other reservations of any character be subject to the grants or to the indemnity provisions of this act *until the reservation shall have been extinguished and such lands restored to and become a part of the public domain.*
>
> The following are the *precedents:*
> *By section 30 of the act opening and dividing the Great Sioux Reservation*, sections 16 and 36 were granted to the State, and an appropriation of $1.25 per acre was made to pay for same. Act approved March 2, 1889. (25 Stat. L., 898).
> By section 30, act approved March 3, 1891, *opening the Sisseton and Wahpeton Reservation*, the school sections were ceded to the State and an appropriation made, and the same were paid for at $2.50 per acre. (26 Stat. L., 1039.)
> By act of August 15, 1894, opening the Yankton Reservation, the school sections were ceded to the State and paid for at $3.75 per acre. (28 Stat. L., 313.)
> Act providing for sale of Rosebud Reservation, in Gregory County, school sections were ceded and paid for at $2.50 per acre, and act authorizing sale of a portion of the Lower Brule Reservation, first session of the (Fifty-ninth) Congress, school sections were ceded to the State and paid for at $1.25 per acre. H.R. Rep. No. 7613, 59th Cong., 2d Sess. 3-4 (1907); S. Rep. No. 6838, 59th Cong., 2d Sess. 3 (1907) (emphasis added).

When one also considers the fact that this same school land grant was made in other cession agreements conceded by Petitioner to have diminished and restored to the public domain portions of other reservations on the same day, in the same bill, by the same Congress, the mere presence of Section 30 in the Sisseton-Wahpeton portion of the 1891 Act, es-

pecially in light of the conditions precedent to the grant, constitutes additional probative evidence, *on the face of the act*, that the 1891 Sisseton-Wahpeton Act was intended by Congress to restore the unallotted land to the public domain and thereby disestablish the Lake Traverse Reservation.[16]

5. The Preposition Argument: Indicia Contrary to Disestablishment or Diminishment of the Reservation.

(a) In the Act. Brief for Petitioner at 22 sets forth a partial quotation of the operative language of the 1889 Agreement in the following manner:

> Section 26, incorporating and ratifying the 1889 Agreement, states that the Sisseton and Wahpeton Bands sell 'all the unallotted land *within the limits of the reservation*[16] . . . remaining after the allotments and additional allotments . . .' (emphasis added). B.P. at 22 (emphasis as in original).

The italicized portion of the above quotation (*within* the limits of the reservation) is soon thereafter stated by Petitioner to be a part of the "indicia contrary to the disestablishment or diminishment of the reservation." B.P. at 22.

In the first place, the actual and complete wording of this portion of Section 26 puts the "within" in a somewhat more proper perspective:

> The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made. Act of March 3, 1891, §26, 26 Stat. 1036 (1891).

16. There were no school land grants in the acts construed by this Court in *Seymour v. Superintendent*, 368 U.S. 351 (1962), or *Mattz v. Arnett*, 412 U.S. 481 (1973).

The "reservation set apart to said bands of Indians as aforesaid," which is referred to in the act, was aforesaid to be simply a "portion of land set apart and reserved to them by the third article of the treaty" of 1867. Thus the import of the "within" is simply a description that the cession was to encompass all of the unallotted land within the limits of the portion of land set apart for them in 1867—a natural, convenient, and shorthand way of identifying the land subject to the cession. At the time the description in the agreement was written, the reservation had not yet been disestablished. The preposition "within" therefore is not inconsistent with the fact that the reservation was to be disestablished by ratification of the cession agreement by Congress, and hence cannot in any manner be construed as "indicia contrary to the disestablishment or diminishment of the reservation." B.P. at 22.

If Justice Black in *Seymour* was referring to similar prepositions in the Colville Act that "in a manner" indicated that Congress intended that the Colville Reservation continue to exist as such, Respondent would have to take the position that the cession language of the Sisseton-Wahpeton Act and the legislative history and surrounding circumstances of the Sisseton-Wahpeton Agreement simply do not lend themselves to such a construction. *Seymour, supra*, at 359; N. 11 at 359. If Justice Black intended to refer only to the substance of the sections therein cited, as Petitioner evidently believes in its comparison (B.P. N. 41 at 60), Respondent would still maintain the same position. In either case, Respondent would respectfully submit that such a comparison would be delicate enough to justify a precise examination of the actual langauge of the acts and, in this respect, Petitioner's paraphrased versions in Note 41 will not suffice. B.P.N. 41 at 60.

(b) Before the Opening and in the Proclamation.

The Presidential Proclamation of 1892 is set forth in the following manner by Petitioner:

> . . . I, Benjamin Harrison, President of the United States, do hereby declare and make known that all of the lands *embraced in said reservation*, saving and excepting the lands reserved for and allotted to said Indians . . . [w]ill be opened to settlement . . . (Emphasis added). B.P. at 40 (emphasis as in original).

In the first place, a complete reading of the Proclamation again initially serves to place the "in" in a more proper perspective. *See* B.P. App. at 16-19.

Secondly, an examination of the maps of the Commissioner of Indian Affairs and the date of removal therefrom of ceded or disestablished reservations indicates in general that, administratively, such removals correspond to the year of the opening of the reservation rather than the date disestablishing the reservation or a portion thereof. Administratively, this method was undoubtedly for the convenience of a point of reference necessary in the completion of the paper work and the other procedures which always preceded the "opening." In fact, *until the opening* the area ceded was even carefully guarded and trespassers thereon removed and prosecuted under the then existing federal statutes. Evidently, such actions were a violation of these statutes because the area ceded was, at least administratively, technically still a reservation. Therefore many references, including proclamations, up to the date of the opening often refer to the area as "within," "in" or "on" the reservation. The phrases of November 10, 1891, (B.P.N. 30 at 42) and the March 22, 1892, "within the limits" (B.P. at 39) are perfect examples of this type of reference, and as such, are of no inherent probative value whatsoever.

In addition, for the President to have referred not only to the Act itself, when drafting the proclamation which would of course describe and refer to the lands to be ceded as "within," "in" or "on" the reservation, but also to the other contemporary documents similarly describing the area to be ceded, would seem to Respondent only logical. Indeed, this position is supported on the face of the proclamation:

> The lands to be opened for settlement are for *greater convenience* particularly described in the accompanying schedule, entitled 'Schedule of lands within the Lake Traverse Reservation *opened* to settlement by proclamation of the President dated April 11, 1892,' and which schedule is made a part hereof. B.P. App. at 19 (emphasis added).

The other phrases from the proclamation, set forth at 40 by Petitioner, are similarly without probative value in that they were intrinsically limited to a description of the location of the land ceded. It is somewhat anomolous that these same propositions and methods of land demarcations, which Petitioner would have this Court believe are probative of a congressional intent to maintain the Lake Traverse Reservation, appear throughout the acts, proclamations, and other peripheral materials of the other agreements ratified by the Act of 1891 which Petitioner concedes disestablished reservations or portions thereof.

(c) Later Prepositions Similarly Located or References of a Similar Nature.

Even a cursory examination of the subsequent legislative history and administrative treatment of reservations or portions thereof, which *were* undeniably disestablished and restored to the public domain, sheds considerable light on the validity of the preposition argument. In the main, even after the opening, similar references, although fewer in number, continue to contain the same prepositions for essentially the same reason: A natural, convenient, shorthand way of identifying the subject matter of the correspondence, not in any

way probative of a congressional intent in 1891 to maintain or preserve the Lake Traverse Reservation.

For example, the privilege of selecting allotments in the ceded area was extended, in many instances, until the date of the opening and therefore the correspondence would generally refer to allotments being made within or on the reservation. After the opening, the paper work and delivery of the actual trust patents to the allottees would sometimes take several years. Hence, the Annual Reports of the Commissioner of Indian Affairs and other miscellaneous correspondence would refer in both instances to patents, and the delivery thereof, being issued to allottees "within," "in" or "on" a portion of a reservation which had been disestablished by an act of Congress some years previous to the date in question. *See* Appendix II, at 142, with respect to trust patents in 1900 "on the North Half of the Colville Reservation" which had been disestablished for eight years. As was the case with the prepositions in the acts, proclamations and peripheral materials before the "openings," counterparts to the same phrases extracted by Petitioner *after* the opening, can be similarly extracted from the peripheral documents of the other "openings" ratified by the Act of March 3, 1891, which Petitioner concedes to have disestablished reservations or portions thereof.

In other instances, the same prepositions appear for no apparent reason in later documents. Such references will simply refer to "within," "in" or "on" a reservation that had for years been disestablished. Again, the only plausible explanation appears to be that such descriptions were merely points of reference, that is, a natural, convenient, shorthand way of identifying the subject matter. The North Half of the Colville Reservation which was specifically restored to the public domain is most illustrative of this very point. Respondent has, by way of Appendix II, set forth examples wherein miscellaneous references in the Annual Reports of the Secretary

of Interior and Commissioner of Indian Affairs continually referred to allotments, settlers, railroads, minerals, etc., as being "within," "in" or "on" the "North Half of the Colville Reservation." At the same time, the same materials refer to and contain the unambiguous and probative "former" and "heretofore a part of the Colville Reservation restored to the public domain" terminology. For a similar treatment of the ceded portion of the Great Sioux Reservation disestablished and restored to the public domain in 1889, *See* Appendix II. Other identical references to disestablished reservations appear throughout the excerpts in Appendix II, all of which aptly illustrate the invalidity of any such preposition argument as evidencing a subsequent recognition of the continuation of the reservation as such. When one Annual Report refers to the act that restored a portion of a reservation to the public domain and describes the new boundaries thereof, and the next Annual Report refers to the territory as formerly a part of the reservation ceded by the Act, while both of the same reports are replete with references to "within," "in" or "on" the reservation, no other explanation is plausible.

Unfortunately, the same situation can also be documented in the congressional documents and statutes. For purposes of illustration, consider the following remarks in the *Congressional Record* directed to a statute that was soon thereafter enacted:

> Mr. MARSHALL. Mr. Speaker, I ask unanimous consent for the present consideration of the bill which I send to the desk.
> The SPEAKER. The gentleman asks unanimous consent for the present consideration of the bill the title of which the Clerk will report.
> The Clerk read as follows:
>
> > A bill (s. 5799) to provide for the extension of time within which homestead settlers may establish their residence upon certain lands which were *heretofore* a part of the Rosebud Indian Reservation

> with the limits of Gregory County, S.Dak. . .
>
> Mr. UNDERWOOD. Mr. Speaker, reserving the right to object, I would like to ask the gentleman as to whether this bill increases the size of the homestead?
> Mr. MARSHALL. No, sir; it does not. This bill simply gives to the settlers *on* the . . . Rosebud Reservations, which were opened by proclamation last fall, an extension of time of about sixty days, until May 1, to move on their lands and make improvements.
> Mr. UNDERWOOD. It does not increase the size of the homestead?
> Mr. MARSHALL. Not the slightest . . . . 39 Cong. Rec. 1853 (1905) (emphasis added).

It is because of apparent inconsistencies such as this, that Respondent has relied primarily on and attempted to structure this Brief around the *proper historical perspective* of the legislative history and surrounding circumstances of the Sisseton-Wahpeton Agreement. In fact, but for the reliance on similar preposition arguments in some of the recent opinions recognized by Petitioner (B.P. at 39-43), wherein attempt to capitalize on this very argument is made, Respondent would not have indulged in such a lengthy response.

The final aspect of the preposition argument remaining to be discussed is its use in conjunction with the "open"reservation terminology. Many references and statutes exist wherein the subject is referred to as being "within," "in" or "on" a reservation or portion thereof "opened" by a particular act. Typically, such a statement would read as follows: Lands *within* a portion of the Crow Reservation *opened* by the Act of March 3, 1891. It is to be noted that such a statement does not refer to "lands [now] within the portion of the Crow Reservation *opened* by the Act of March 3, 1891" nor does it refer to "lands [formerly] within the portion of the Crow Reservation *opened* by the Act of March 3, 1891." In essence, such a sentence is merely a statement of the issue to be decided, that is, whether the lands within the portion of the reservation opened by the Act of March 3, 1891, are *now* within the boundaries of the Crow Reservation. In this context the preposition "within" is meaningless and to equate "opened" with either disestablishment or nondisestablishment would be a classic example of begging the question. Although a form of the word cession is subject to this same analysis if substituted for "opened," the plain and natural meaning of the term renders it less susceptible to a misconstruction than the word "opened." However, in certain instances even a form of the word cession, when used in conjunction with the word opened, can be similarly confusing in this respect.

In the later Sisseton-Wahpeton documents this particular aspect of the preposition argument never really poses much of a problem because in most instances there is no reference to the reservation at all, just to the members of the tribe or band, which is of itself probative of the disestablishment in 1891 of the Lake Traverse Reservation.

In any event, the persuasiveness of the preposition argument would appear to be waning, especially if the detailed examination of the legislative history in the *Mattz* opinion as compared to the opinion in *Seymour,* is any indication of this Court's view of the importance of the substance of the argument.[17]

For Respondent's position as to the probative value of references to an existing Lake Traverse Reservation in the 1930's, 1940's, or 1970's, which appear to be *more* than a mere natural, convenient, shorthand way of identifying the subject

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17. A detailed examination of the preposition argument as presented to some of the courts below can be found at Appendix III, 130-135, Appendix IV, Sec. 2, 66-73.

matter in whatever documents that might exist, see the discussion at 112-113, *supra*."

Two perfect examples, which are also illustrative of the dangers inherent in attempting to ascertain the intent of Congress by the utilization of some peripheral Interior Department documents, are the Land Decisions cited by Petitioner. B.P., N. 16 at 22, 41. Petitioner has stated that the two decisions "expressly state the contemporaneous understanding that the Act did not disestablish or diminish the reservation." B.P. at 41. As such, "these early interpretations of the 1891 Act should be given great weight in ascertaining Congressional intent." B.P. at 42. To support this position, Petitioner has set forth quotations from the decisions wherein the area in question is described as "in the Sisseton and Wahpeton Indian reservation," "in the Lake Traverse reservation" and "ceded land, lying within the Sisseton and Wahpeton Indian reservation, known as Lake Traverse reservation." B.P. at 41.

The first prepositional phrase is meaningless in light of the fact that the complete sentence represents a perfect example of the use of the preposition argument in conjunction with the opened terminology.

> This land is *in* the Sisseton and Wahpeton Indian reservation, which *was opened* to settlement by the President's proclamation, dated April 11, 1892, in pursuance of the act of Congress of March 3, 1891, (26 Stat., pp. 1036-1038, Sec. 30). Madella O. Wilson, 17 L.D. 153, 154 (1893) (emphasis added).

While the reference to "ceded land, lying within the Sisseton and Wahpeton Indian reservation, known as Lake Traverse

18. For example, *See* 58 I.D. 455 (1943). With respect to ascertaining the intent of Congress in *1891*, Respondent would merely note: (1) the opinion was written in *1943*; (2) the views therein conflicted with those of the Commissioner of Indian Affairs; (3) nothing in the opinion indicates that the author was even aware of the fact that the unallotted land of the original Lake Traverse Reservation had been ceded and opened to settlement in 1892; (4) the 1948 statutory definition of Indian Country was enacted after the opinion was written, 18 U.S.C. § 1151(c); (5) the opinion conflicts with subsequent decisions of the Department of the Interior.

reservation" is *initially* somewhat more confusing, an examination of other similar Land Decisions not only serves to dispell the confusion but also aptly and unequivocally negates whatever probative value such phrases might have been deemed to possess. For example, when a portion of the Great Sioux Reservation was ceded in 1889, the remaining area was specifically divided into a number of smaller reservations. No one would question that the Great Sioux Reservation as such, ceased to exist in 1889. Nevertheless, the Land Decisions similarly described the ceded portion of the Great Sioux Reservation as being within the Great Sioux Reservation in 1893, 1895 and 1899!

> an allotment within the ceded portion of the Great Sioux reservation in Dakota, . . .
> an allotment in the ceded portion of the Great Sioux reservation. *Black Tomahawk v. Waldron*, 17 L.D. 457 (1893).

> This land lies within the ceded part of the great Sioux reservation in South Dakota which was opened to settlement and entry by the act of March 2, 1889. . . . *Crow v. Knowles et al.*, 20 L.D. 562 (1895).

> The act of March 2, 1889 (25 Stat., 888), provides for the establishment of a number of smaller reservations within the boundaries of the Great Sioux Indian reservation, the cession of the lands not included in such smaller reservations, the disposal of the lands so ceded, and the allotment to the individual Indians. . . . *St. Francis Mission*, 29 L.D. 331 (1899).

Respondent would therefore submit that with respect to the issue in the instant case, the Land Decisions as such, are entitled to something *less* than "great weight in ascertaining Congressional intent." B.P. at 42.

6. "Various Agreements Hereinbefore Mentioned," Act of March 3, 1891, §38, 26 Stat. 1046 (1891).

As "indicia contrary to disestablishment or diminishment of the reservation," Petitioner lists Sections 28 and 30 of the Act of 1891 which withheld from settlement the land upon which religious societies or other organizations might have been situated and the section 16 and 36 school land grant. B.P. at 22. In light of the fact that the substance of both sections was specifically included within general Sections 35 and 38 at the end of the Act of March 3, 1891, which applied to *all* of the *"various agreements hereinbefore mentioned,"* agreements Petitioner has conceded disestablished and diminished reservations, neither section can realistically be said to support Petitioner's assertion. The mere fact that in both respects Congress treated all of the agreements the same would seem, under standard rules of statutory construction, to indicate that the Lake Traverse Reservation was similarly disestablished. At worst, the section would be of no probative value whatsoever in this instance.

It is interesting to note in passing that in the Sisseton-Wahpeton Act all of the unallotted lands were actually ceded to the United States subject to a pre-emptory right of any "religious or other organization" then occupying the same to purchase them from the United States Government. Presumably, this even included the land upon which the agency was located. Certainly this method can be contrasted with the situation in *Seymour, supra,* and *Mattz, supra,* wherein entire tracts upon which villages, religious organizations and other cites were located, were specifically excluded from the entire operation of the legislation therein and reserved for the benefit of the members of each respective tribe.

7. "Whereas Clauses."

Similarly untenable is the assertion by Petitioner that the "two 'whereas' clauses of the 1889 Agreement, Section 26 of the 1891 Act, also refute any intent to disestablish or diminish the reservation." B.P. at 23. Petitioner's argument in this instance is two-pronged. The first prong encompasses both clauses: Since the negotiations were only for the purchase and release of unallotted *land* and the members of the Sisseton and Wahpeton Bands were only desirous of disposing of unallotted *land,* this underscores "the intent of the Indians and of Congress to dispose of the unallotted *lands* and nothing more." B.P. at 23 (emphasis added). Hence, the reservation was not disestablished or restored to the public domain. B.P. at 23.

Although the discussion of the operative "cession" language, *supra,* disposes of Petitioner's land argument in this respect, it should be noted that the negotiations were generally authorized for the purchase and release of "such *portion of reservations,* not allotted." Act of March 3, 1891, § 26, 26 Stat. 1032, 1036 (1891) (emphasis added). The election to cede all of the reservation, not allotted, instead of just a portion thereof, was made by a majority of the members of the Sisseton-Wahpeton Tribe.

The second prong of the argument is founded upon the fact that the negotiations were required to be conducted "in conformity with the treaty or statute under which such reservation is held." Act of March 3, 1891, §26, 26 Stat. 1032, 1036. Like the authorization provision above, this is simply another portion of the Dawes Act which, enclosed in

quotations, was incorporated into the first section of the 1889 Agreement. It is beyond question that the import of the provision relates solely to the conditions precedent imposed by treaty insofar as a further cession of the reservations was concerned: Namely, the number of signatures of adult male members of the tribe required as an indication of "consent" to such a cession. Repeatedly the instructions to the various Commissions contained precisely this and only this explanation. *See Lone Wolf* v. *Hitchcock*, 187 U.S. 553 (1903).

In most treaties, the concurrence of three-fourths of the adult male members of the tribe was required to validate such a cession. However, the Sisseton-Wahpeton Treaty of 1867 was an exception. The treaty did not specify any prerequisite number of signatures. Therefore, in his request for Departmental approval on June 21, 1889, the Acting Commissioner of Indian Affairs called this very fact to the attention of the Secretary of the Interior by setting forth the conformity clause and specifically noting that "The treaty of 1867 contains no provisions applicable to such negotiations." Appendix I, 23.

On August 13, 1889, the Commissioner of Indian Affairs also specifically noted in his instructions to the Sisseton-Wahpeton Commission after setting forth the "conformity" clause that "[t]he treaty makes no provision regarding the cession or relinquishment of the reservation or any portion thereof." Appendix I, 27.

Even the members of the Sisseton-Wahpeton Tribe were aware of this fact, as evidenced in the transcripts of the negotiation:

> This little reservation is ours, and all we have left. There is nothing in our treaty that says that we must sell. It was given us as a permanent home, but now we have decided to sell . . . Why is it that it takes three-fourths at other agencies to rule while with us you say it takes only a majority. Our treaty does not provide for the sale of this land. . . . C.T. at 25, 28.

The answer to why Petitioner has attempted to attribute a different meaning to a simple statement of the Dawes Act, appears in the *New Town* opinions. *City of New Town* v. *United States*, Civ. No. 1038 (January 26, 1971), *City of New Town v. United States*, 454 F.2d 121 (CA 8 1972).

In both of these decisions the courts therein had to rely exclusively on the text of the act to decide an issue similar to the one presented in the instant case. In this position they accepted a very sophisticated argument of the tribe founded upon a provision of the act that recited:

> *Provided*, That nothing in this Act shall be construed to deprive said Indians of Fort Berthold Indian Reservation of any benefits to which they are entitled under existing treaties or agreements not inconsistent with the provisions of this Act. Act of June 1, 1910, 36 Stat. 455.

This argument in its final form, as succinctly set forth in the portion of the opinion quoted by Petitioner, proceeds as follows:

> The right to have the reservation boundaries remain undiminished carries with it many important subsidiary rights, among them the right for unemancipated Indians to be subject only to federal and tribal jurisdiction. The 1910 Act specifically recognized that the opening of the reservation for homesteading was not intended to deprive the Indians of any rights not inconsistent with the Act, [i.e. the "nothing in this Act" provision set forth *supra*] and as *Seymour* established, homesteading is not inconsistent with the maintenance of the original reservation boundaries. The 1910 Act clearly by its own terms does not purport to alter the reservation boundaries. 454 F.2d 121, 125. B.P. at 27.

Petitioner's paraphrased version, tailored to the Sisseton-Wahpeton materials, is similarly succinct:

> The first 'whereas' clause stipulates that the negotiations with the tribe must be 'in conformity with the treaty or statute under which such reservation is held. The reservation is held pursuant to the 1867 Treaty. The most important benefit of the Treaty was the Indians' right to a defined and secure permanent reservation. It was the right to that reservation so defined and secured that was expressly preserved to the Sisseton and Wahpeton Bands by the stipulation in the opening 'whereas' clause, Section 26, of the 1891 Act. To disestablish or diminish the reservation is to read that benefit out of the statute. The 1891 Act will not withstand such a construction. B.P. at 25.

In casting about for a provision to bring the Sisseton-Wahpeton materials, and hence the position of Petitioner, within the *purview* of this argument, Petitioner evidently was forced to choose the "conformity" clause, because unfortunately no provision in the Sisseton-Wahpeton Act even resembles the "nothing in this act" provision deemed significant by the courts in *New Town*. Even though Petitioner's attempt was patently unsuccessful, Respondent would submit that this type of analysis to support a "construction" of the 1891 Act that "refutes any intent to disestablish or diminish the reservation" and at the same time supports "internal sovereignty" is less than persuasive. B.P. at 23, 25, 27.

In any event, it is interesting to note that although Petitioner cites both *City of New Town v. United States*, 454 F.2d 121 (CA 8 1972), and *United States ex rel. Condon v. Erickson*, 478 F.2d 684 (CA 8 1973), as deeming "similar" language significant, the "nothing" argument is rather conspicuously absent in the *Condon* opinion. B.P. at 25. Perhaps after noting that the very clause deemed significant in *New Town* also appeared verbatim in earlier cession agreements

which disestablished portions of reservations, the court in *Condon* decided to depart from the crux of its opinion in *New Town* — for an inalienable right to a secure reservation with a fixed boundary in an agreement to cede and disestablish a portion of that reservation would be a tenuous right at best. In effect, the "nothing" argument eventually destroyed itself. An extensive comment, cited by the court in the text of its opinion in *Condon*, questioned the validity of the *New Town* opinion in this respect, as well as others. New Town et al: The Future of an Illusion, 18 *S.Dak.L.Rev.* 85 (1973).

V

OF THE TWO RECENT DECISIONS WHICH CONSTRUED THE EFFECT OF THE ACT OF MARCH 3, 1891, ON THE STATUS OF THE LAKE TRAVERSE RESERVATION, ONLY THE DECISION OF THE COURT BELOW CLEARLY REFLECTS THE INTENT OF CONGRESS.

A. THE DECISION OF THE COURT BELOW REFLECTS WHAT HAS BEEN THE WEIGHT OF AUTHORITY FOR OVER FIFTY YEARS.

A brief review of the landmark state and federal decisions construing similar acts within the Eighth Circuit is a necessary prelude to a meaningful comparison of the two conflicting opinions below which construe the effect of the Act of March 3, 1891, on the status of the Lake Traverse Reservation. The first such case was *United States* v. *LaPlant*, 200 F. 92 (D.S.D. 1911). In *LaPlant* the court was asked to decide whether the Act of May 29, 1908, 35 Stat. 460, opening a portion of the Cheyenne River Reservation in South Dakota, diminished said reservation. Citing a portion of the Act that referred to the reservation "thus diminished," the court held that "no other meaning can be given to the words italicized than that the reservations were diminished, and they were diminshed by the act itself." *LaPlant, supra* at 94. Three years later this Court decided *United States* v. *Pelican*, 232

U.S. 442 (1914), which, in effect, affirmed this aspect of *LaPlant* opinion.

For reservations that were opened and the boundaries thus diminished, *LaPlant* and *Pelican* have been controlling — a result of which necessarily produced some checkerboarding of trust land in the opened area outside of the boundaries of reservations.

In 1922 the court in *United States* v. *Frank Black Spotted Horse*, 282 F. 349 (D.S.D. 1922), correctly rejected the impractical pattern of checkerborad jurisdiction within that portion of a reservation that had *never* been opened but that, nevertheless, was interspersed with fee and trust land.

For over 50 years *LaPlant* and *Frank Black Spotted Horse* have been followed in not less than 50 separate state and federal opinions which represented the unanimous view within the Eighth Circuit and, in general, the weight of authority throughout the United States. For example, *State* v. *Sauter*, 48 S.D. 409, 205 N.W. 25 (1925); *Kills Plenty* v. *United States*, 133 F.2d 292 (CA 8 1943), *cert. den.* 319 U.S. 759 (1943); *Application of DeMarrias*, 77 S.D. 294, 91 N.W.2d 480 (1958); *State ex rel. Hollow Horn Bear* v. *Jameson*, 77 S.D. 527, 95 N.W.2d 181 (1959); *State* v. *DeMarrias*, 79 S.D. 1, 107 N.W.2d 255 (1961), *cert. den.* 368 U.S. 844 (1962).

Even after this Court decided *Seymour* v. *Superintendent*, 368 U.S. 351 (1962), which held that a 1906 act opened the Colville Reservation without diminishing the boundaries thereof, the state and federal courts within the Eighth Circuit did not find the opinion controlling because of the South Dakota acts which, on their face, opened and diminished reservations. *DeMarrias v. South Dakota*, 319 F.2d 845 (CA 8 1963), *aff'g* 206 F.Supp. 549 (D.S.D. 1962); *Lafferty v. State ex rel. Jameson*, 80 S.D. 411, 125 N.W.2d 171 (1963); *State v. Barnes*, 81 S.D. 511, 137 N.W.2d 683 (1965); *State ex rel Swift v. Erickson*, 82 S.D. 60, 141 N.W.2d 1 (1966); and most importantly *Beardslee v. United States*, 387 F.2d 280 (CA 8 1967), discussed in detail *infra*, which laid to rest any doubts that *Seymour* would be given wholesale application within the Eighth Circuit in derogation of the plain language of the acts opening the reservations therein.

Then in 1970, without the issue even being raised, much less briefed by the parties, a dissenting opinion in *United States ex rel. Miner* v. *Erickson*, 428 F.2d 623, 637-639 (CA 8 1970), *by way of footnote*, attacked the validity of the position of the State of South Dakota and the Eighth Circuit Court of Appeals with respect to whether *Seymour* was controlling *in all situations*. The footnote even specifically cited a then recent Memorandum of the Solicitor to the Commissioner of Indian Affairs as "a strong indication that the lands were not restored to the public domain" by an act opening a portion of the Fort Berthold Reservation to settlement in 1908. *United States ex rel. Miner, supra*, Note 11, at 638. To insure that no one missed the point, the footnote concluded with the reminder that a:

> Strong argument can be made under the language of *Seymour v. Superintendent, etc, supra*, that the Act 'did no more than open the way for non-Indian settlers to own land on the reservation in a manner which the Federal Government acting as guardian and trustee for the Indians, regarded as beneficial to the development of its wards.' *United States ex rel. Miner, supra*, N.11 at 639.

Had briefs been presented on the merits of the "strong argument," Respondent would respectfully submit that perhaps the dissent would have recognized the fundamental distinction between the 1906 Colville Act in *Seymour* and the South Dakota Acts — *a* distinction even the Petitioner in *Seymour* noted and stressed in its brief on the merits:

> Both *LaPlant* and *Sauter* dealt with the Act of May 29,1908, 35 Stat. 460, which authorized sale and disposition of two tracts of land of the Cheyenne River and Standing Rock Reservations in South Dakota. Section 2 of that act refers to the respective reservations as 'thus diminished'. The reports of the Congressional committees referred to the reservations as 'diminished' and 'reduced' should the bill, which became the Act of May 29, 1908, become law. S. Rep. No. 439 and H.Rep. No.1539, 60 Cong., 1st Sess. The Act of 1908, like the Colville Act of 1906, makes the United States trustee for the Indians in sale of the lands, *but there is no provision or legislative history relating to the Colville Act* which shows that Congress intended to change the Colville boundaries *as it did the boundaries of the South Dakota reservations.* Brief for Petitioner at 11, *Seymour* v. *Superintendent*, 368 U.S. 351 (1962) (emphasis added).

It is not difficult to visualize the subject of the declaratory judgment that was commenced a few months later and which represents the beginning of the wholesale application by the Eighth Circuit Court of Appeals of the *Seymour* rationale to each and every piece of reservation legislation even resembling the act construed therein. That action, *City of New Town v. United States*, Civ. No. 1038 (January 26, 1971), questioned the boundaries of the Fort Berthold Reservation in North Dakota.

In *New Town* the Court of Appeals held that the boundaries of the Fort Berthold Reservation were not diminished by legislation that had for over fifty years been considered to have diminished the reservation. *City of New Town* v. *United States*, 454 F.2d 121 (CA 8 1972). The court based its decision on the rationale of *Seymour*. Six months later the South Dakota Supreme Court, in construing similar legislation affecting a South Dakota reservation, reluctantly bowed to the Eighth Circuit Court of Appeals and overruled nearly fifty years of state case law in *State v. Molash*, 86 S.D. 558, 199 N.W.2d 591 (S.D. 1972). The concurring opinion of Chief Justice Biegelmeier suggested that it might be "in the public interest" for the Attorney General of South Dakota to file a petition for certiorari and Judge Doyle concurred in the suggestion. *Molash, supra* at 594.

At approximately the same time the Federal District Court for the District of South Dakota, construing another "similar" piece of legislation which was before it on *remand* by the Eighth Circuit Court of Appeals for further consideration of the issue in light of *New Town, supra*, very reluctantly held that the boundaries of the Cheyenne River Reservation were not diminished. *United States ex rel. Condon* v. *Erickson*, 344 F.Supp. 777 (D.S.D. 1972). Although the court stated it felt the boundaries were diminished by implication on the face of the act, *Seymour*, in light of the *New Town* position, *commanded* a contrary result.

The District Court *Condon* decision touched off a debate in the *South Dakota Law Review* concerning the rather conspicuous absence, in the opinions and in the briefs, of any substantial citations to legislative history. 18 *S.Dak.L.Rev.* 85 (1973). The debate, however, was not in time to affect the Eighth Circuit Court of Appeals' decision in *Condon, supra*, which held that the Cheyenne River Reservation was not diminished, even though the legislation being construed therein referred *on its face* to a portion of the area affected by the act to be restored to the "public domain" and the area unaffected to remain as "the diminished reservation." With respect to the public domain terminology on the face of the act, the court *reasoned* that such was probably either the result of "poor draftsmanship" or that Congress may have intended to restore only the small timber portion of the area opened to the public domain and then for only a limited period until the lands were sold to the homesteading settlers. *Condon, supra* at 687. With respect to the "diminished reservation" terminology on the face of the act, the court *reasoned* that diminished reservation didn't really mean diminished reservation boundaries. *Condon, supra* at 687, 688. The opinion referred to the decision as a "close" question and with

pride cited the dissenting footnote in *United States ex rel. Miner, supra. LaPlant, supra,* as well as the bulk of the prior state and federal precedent, was simply "no longer viable." *Condon, supra* at 689. Two months later, in *Mattz,* this Court stressed the importance of legislative history and found that the legislation considered therein did not terminate or disestablish the Klamath River Reservation. In October, the South Dakota Supreme Court, while citing *Seymour, Mattz* and the recent Eighth Circuit decisions, nevertheless found that an 1894 act nearly identical to the one in the instant case did express a congressional determination to disestablish the Yankton Reservation by restoring all of the unallotted land to the public domain. *State* v. *Williamson,*____S.D.____, 211 N.W.2d 182 (S.D. 1973). In December the Eighth Circuit Court of Appeals, overruling the Federal District Court, and effectively overruling the South Dakota Supreme Court, without even bothering to cite the instant case, held that the Lake Traverse Reservation had not been disestablished by the 1891 Act. *United States ex rel. Feather* v. *Erickson,* 489 F.2d 99 (CA 8 1973). Again, it was the rationale of *Seymour* and *Mattz,* and the broad application thereof in its own recent decisions, that was the deciding factor in the Court of Appeals. Although, in addition thereto, the court also relied heavily on the 50 page amicus brief submitted on behalf of the Association on American Indian Affairs, Inc., by counsel for Petitioner, which was essentially identical to the Brief for Petitioner in the instant case, with its very special treatment of legislative history and surrounding circumstances basically intact. Brief for the Association on American Indian Affairs, Inc., and the Sisseton-Wahpeton Tribe as Amicus Curiae, *United States ex rel. Feather, supra.*

All of which most recently resulted in an extensive review of legislative history by the parties and the court in *Rosebud Sioux Tribe* v. *Kneip,* No. Civ. 74-4055 (D.S.D., filed Feb. 6, 1974) (mem.). In a well-written and extensively documented opinion, the Federal District Court for the District of South

Dakota, Western Division, in the face of *Seymour, Mattz* and the recent decisions of the Eighth Circuit, held that the Rosebud reservation *had in fact been diminished* by a series of bills enacted over a six-year period. Page after page of congressional documents were quoted in the text of this excellent 50-page opinion. *See* Appendix III, 143. This case is now on appeal with the briefs completed and oral argument set for September 12, 1974. *See* Appendix IV.

On March 15, 1974, the South Dakota Supreme Court, adhering to the fundamental analysis of the Federal District Court in *Rosebud Sioux Tribe, supra,* held that the Pine Ridge Reservation had also been diminished by an identical act. *Cook v. State,*____S.D.____, 215 N.W.2d 832 (1974). A habeas corpus proceeding has since been instituted in Federal District Court, *Cook v. State,* Civ. No. 74-4023, which is, as of this date, still pending.

B. THE DECISION OF THE COURT BELOW IS CONSONANT WITH AND REFLECTS FOUR PRIOR JUDICIAL CONSTRUCTIONS OF THE ACT OF MARCH 3, 1891.

The Supreme Court of the State of South Dakota, as the above sequence of decisions conclusively establishes, is completely aware of the decisions of the Eighth Circuit Court of Appeals and this Court construing acts similar to the Act of March 3, 1891. Petitioner's assertion that "the Court failed to apply time-honored rules for the construction of surplus land statutes" is wholly unfounded. B.P. at 5. In numerous instances it has cited and analyzed each and every surplus land decision cited by Petitioner, including *Mattz* v. *Arnett,* 412 U.S. 481 (1973). For example, as recently as 1972 the court felt compelled to hold that the boundaries of the Standing Rock Reservation were unaffected by the passage of legislation similar to the legislation construed in *Seymour* v. *Superintendent,* 368 U.S. 351 (1962), because of the broad application recently given *Seymour* by the Eighth Circuit

Court of Appeals, *State v. Molash*, 86 S.D. 558, 199 N.W.2d 591 (1972).

However, in the instant case the court could not agree with the rationale of either the recent Eighth Circuit decisions or the two leading decisions from this Court. Therefore, it found that the land affected by the 1891 Act was restored to the public domain and that the Lake Traverse Reservation had been effectively disestablished. This finding is wholly consistent with the legislative history and peripheral materials presented herein concerning the effect Congress intended the 1891 Act to have on the Lake Traverse Reservation.

Secondly, having found the Lake Traverse Reservation to have been disestablished by the 1891 Act, the decision of the Supreme Court of South Dakota is *not*, as repeatedly stated in both the Petition and Brief for Petitioner, "irreconcilable with, and a misconstruction of 18 U.S.C. §1151 which defines Indian Country as including 'all lands within the limits of any Indian reservation . . . notwithstanding the issuance of any patent.'" Pet. at 7, B.P. at 5-6, 29, 49-52. The court found that the reservation was disestablished by the 1891 Act and therefore that portion of 18 U.S.C. §1151 cited by Petitioner would not be applicable because none of the land in question would be "within the limits" of any reservation. If the reservation was in fact disestablished, the remaining trust land would, of course, fall within the criminal definition of Indian Country set forth at 18 U.S.C. §1151(c) and this fact was recognized by the court below.

To substantiate its position, the opinion below cited and analyzed the long prior history of judicial interpretation given the Act of March 3, 1891, all of which is consistent with the conclusion reached below. Specifically, in 1958 the South Dakota Supreme Court in *Application of DeMarrias for Writ of Habeas Corpus*, 77 S.D. 294, 91 N.W.2d 480 (1958), held that, by virtue of the ratification of the 1889 agreement, the Sisseton-Wahpeton Indians ceded the lands to the United

States, and that the lands were thereby restored to the public domain. In *DeMarrias*, although the Court found the Lake Traverse Reservation as such to be effectively disestablished, it specifically noted that it found nothing contained in the 1889 agreement indicating an intention to dissolve the tribal government. The court stated:

> In fact, the tribal organization is still existing. Their Tribal Constitution was approved by the Commissioner of Indian Affairs on October 16, 1946. Article I recognizes the limited extent of their jurisdiction in the following language: 'The jurisdiction of the Sisseton-Wahpeton Sioux Tribe shall extend to *all Indian-owned lands* lying in the territory within the *original* confines of the Sisseton-Wahpeton Lake Traverse Sioux Reservation.' Application of DeMarrias for Writ of Habeas Corpus, 77 S.D. 294, 91 N.W.2d 480, 484 (1958) (emphasis added).

If the Lake Traverse Reservation had never been disestablished the emphasized terminology set forth above would have been superfluous in light of the then existing state and federal case law rejecting "checkerboard jurisdiction" *within* the boundaries of reservations.

In *State* v. *DeMarrias*, *79 S.D. 1, 107 N.W.2d 255 (1961)*, *cert. den.* 368 U.S. 844 (1962), the South Dakota Supreme Court reaffirmed its earlier decision in another case involving the same defendant wherein a similar issue was raised. Habeas corpus proceedings were then commenced in the United States District Court for the District of South Dakota, Northern Division, but the court denied the writ. *DeMarrias* v. *State of South Dakota*, 206 F.Supp. 549 (D.S.D. 1962). Significantly, the opinion cited and distinguished the then

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19. In this portion of the opinion, the court was comparing the fact situation in *Ewegah v. United States*, 186 F.2d 93 (CA 10 1950), with the Sisseton-Wahpeton situation. Both courts concluded that the respective reservations had been disestablished by substantially identical cession agreements.

recent decision of this Court, *Seymour* v. *Superintendent*, 368 U.S. 351 (1962), and an appeal was taken.

The Eighth Circuit Court of Appeals affirmed upon the basis of the trial court's "well-reasoned" and "carefully considered opinion." *DeMarrias v. State of South Dakota*, 319 F.2d 845, 846 (CA 8 1963), *aff'g* 206 F.Supp. 549 (D.S.D. 1962). Although the court did state, in connection with the weight of an agency interpretation, that the laws were somewhat ambiguous as Petitioner has pointed out (B.P., N. 35 at 80), it concluded that:

> The trial court in its opinion has *clearly demonstrated* that the effect of the foregoing transactions was to restore the unallotted lands which the Indians ceded to the *public domain* and to remove such unallotted lands from the category of Indian country. *DeMarrias, supra* at 846 (emphasis added).

Significantly, the opinion also noted that the trial court had more than adequately distinguished *Seymour, supra*.

Each of the foregoing opinions was soundly based upon a careful reading of the Act of March 3, 1891. In addition, the Federal District Court engaged in an in-depth analysis of the special state and federal statutes which were in force concerning the South Dakota reservations after the turn of the century. *DeMarrias* v. *State of South Dakota*, 206 F.Supp. 549, 550, 551 (D.S.D. 1962).

At the time the court below analyzed the Act of March 3, 1891, nothing in the recent opinions could fairly be said to have cast substantial doubt on the validity of the *DeMarrias* decisions. Petitioner's assertion that the decisions were "long discredited" and that "every legal underpinning" had been swept away prior to the consideration of the issue in the instant case is without support in the opinions of the recent decisions. B.P. at 5, 56.

Similarly untenable and somewhat confusing is the attempt of Petitioner to portray the opinion of the court below as relying solely on the rationale of the District Court in *DeMarrias*. An assertion by Petitioner which purportedly compelled approximately six pages of careful scrutiny of that opinion. B.P. at 48-56. The opinion of the court below did not even mention the "opened"and "closed" reservation distinction set forth by Petitioner, much less, the administrative and judicial treatment thereof, unheard of by Respondent, which most definitely added to the confusion.

Respondent would submit that the opinion of the court below was certainly a more suitable subject for such a detailed examination. For example, the South Dakota Supreme Court aptly described the agreement and its effect on the Lake Traverse Reservation in the following manner:

> By the very terms of this agreement, the Sisseton and Wahpeton Bands of Indians sold their unallotted lands, and the United States Government paid a sum certain for each and every acre purchased. The money was deposited in the United States Treasury and the United States agreed to pay interest thereon. All the money was to be used for the sole benefit of the Indians. This, then, was an outright cession and sale of lands by the Indians to the United States. The land sold was separated from the reservation by Congress and became part of the *public domain*. In this agreement the United States did not contract to act as trustee to sell the land for the Indians and credit the proceeds to the tribe. The government agreed to purchase the land outright. *DeCoteau v. District Court*, ____ S.D. ____, *211 N.W.2d 843, 845 (1973) (emphasis added).*

In essence the court below did, to an extent, rely on the *DeMarrias* decisions and the federal jurisdictional statutes then in effect, to assist it in resolving the issue. Admittedly, none of the *DeMarrias* decisions analyzed the legislative history as this Court did in *Mattz, supra*, but neither did the

Eighth Circuit Court of Appeals in *United States ex rel. Feather* v. *Erickson*, 489 F.2d 99 (CA 8 1973).

C. THE DECISION OF THE EIGHTH CIRCUIT COURT OF APPEALS IN *UNITED STATES EX REL. FEATHER V. ERICKSON* IS CLEARLY ERRONEOUS.

1. A Conflict among the Circuits.

Approximately one month after the decision of the court below in the instant case, the Eighth Circuit Court of Appeals in *United States ex rel. Feather v. Erickson, supra*, for reasons that were to become evident in the course of its opinion, reversed the lower court, overruled the *DeMarrias* decisions, effectively overruled the court below and created a conflict among the Circuits. Although the *Feather* decision involved a criminal issue, the question presented was identical with respect to the effect of the Act of March 3, 1891, on the status of the Lake Traverse Reservation. *Sub silento*, the court ignored the established line of decisions in the Tenth Circuit that have long held that cession agreements identical in all material respects to the one in the instant case disestablished reservations. *See* the discussion of *Ellis v. Page*, 351 F.2d 250 (CA 10 1965), and *Tooisgah v. United States*, 186 F.2d 93 (CA 10 1950), *supra*, declaring directly and by innuendo the *non-reservation status* of over one-half of what is now the State of Oklahoma. Respondent would respectfully submit that nothing in the *Feather* opinion renders the analysis of the Tenth Circuit any less persuasive. This is especially so in light of the rather conspicuous absence of citations in the opinion to another Circuit Court of Appeals decision wherein an outright cession to the Government of the United States was held not to have diminished or disestablished the reservation. Brief for Petitioner is of no assistance to the Eighth Circuit in this instance. Petitioner cites *Tooisgah, supra*, to support a proposition contrary to the express holding therein and omits all reference to *Ellis v. Page, supra*. B.P., N. 37 at 51.

2. The Distinction.

In addition to the failure of the court in *Feather* to recognize the significance, in general, of the cession and "subject to the laws of the State" language of the 1891 Act discussed *supra*, the opinion in *Feather* becomes even less persuasive in light of a most important distinction which was apparently overlooked.

Evidently, the Eighth Circuit Court of Appeals could not "against the glare of *Seymour* and the more recent judicial guidance in *Mattz, Condon* and *New Town*" distinguish between the situations therein and the outright cession to the Government presented in the instant case. *Feather, supra* at 102. Contrary to the plain language of the Act of March 3, 1891, the court nevertheless stated:

> Just as in the beforementioned three cases the reservation here was *not* sold to the government outright but merely opened for settlement under the homestead laws and the 1887 general allotment plan. *Feather, supra* at 101 (emphasis added).

Petitioner has compounded the misconstruction by reiterating that:

> Contrary to *DeCoteau* in the court below, *Feather thoroughly* reviewed the surrounding circumstances and legislative history of the 1891 Act. *The Eighth Circuit found* that the 'reservation here was not sold to the government outright but was merely opened for settlement under the homestead laws and the 1887 general allotment plan.' B.P. at 56 (emphasis added).

Respondent would submit that this failure of the Court of Appeals to recognize this fundamental distinction resulted in a decision which is clearly erroneous on its face and the attempt of the United States as *amicus curiae* to reconcile the conflict in its memorandum merely adds fuel to the fire.

> Both forms of statute, with some variations in wording, were repeatedly used in opening reservations under the General Allotment Act. The earlier statutes tended to be written in terms of sale of unallotted land to the government for homestead purposes, while the later statutes often spoke of ceding unallotted land in trust to the government for homestead purposes. Memorandum of the United States as Amicus Curiae in No. 73-1148, at 6, *DeCouteau v. District County Court for the Tenth Judicial District (1974).*

All three of these statutes which the United States cites, in Note 3 in the above quotation, as examples of "only two of the techniques employed by the government to allow homesteading *within* Indian reservations" *disestablished* portions of the reservations unequivocally and forever. Memorandum of United States as Amicus Curiae in No. 73-1148, N. 3 at 6, *supra*, (emphasis as in original). How these three can then be "*contrasted* with statutes terminating reservations, or changing or diminishing their boundaries" is beyond the comprehension of Respondent. Memorandum of the United States as Amicus Curiae No. 73-1148, N. 3 at 6, *supra* (emphasis added). In effect, the United States has thereby not only strongly supported the position of Respondent and cast considerable doubt on the validity of the *Feather* decision, but also has essentially undermined the crux of its own argument.

In this light the 1963 position of the United States Attorney for South Dakota, with "express approval of the Department of Justice at Washington, D.C.," that this *same* act disestablished this *same* reservation would appear somewhat more persuasive. *DeMarrias* v. *State of South Dakota*, 319 F.2d 845, 847 (CA 8 1963), *aff'g* 206 F.Supp. 549 (D.S.D. 1962) (emphasis added).

3. The Glare of Precedent.

The failure of the *Feather* decision to even recognize a cession to the United States for a sum certain also exemplifies the reason for the criticism Respondent has directed at the "recent decisions" of the Eighth Circuit Court of Appeals: Namely, decisions in which a preoccupation with the "glare" of precedent and conformity of holdings have led to some rather tenuous results.

For example, in *City of New Town* v. *United States*, 454 F.2d 121(CA 8 1972).the court was presented with the question of what effect, if any, a 1910 act opening a portion of the Fort Berthold Reservation had on the 1891 boundaries of that reservation. The court held that the 1891 boundaries were not affected and concluded that:

> . . . the boundaries of the Fort Berthold Reservation are those specified in the Act of March 3, 1891, 26 Stat. 1032, and that the Act of June 1, 1910, 36 Stat. 455 and subsequent Acts did not alter those boundaries. *The City of New Town, supra* at 127.

One year later, the court applied the rationale of *New Town, supra,* to a South Dakota reservation and held that the act opening a portion of the Cheyenne River Reservation did not diminish the reservation. *United States ex rel. Condon* v. *Erickson*, 478 F.2d 684 (CA 8 1973).

In the *Feather* decision the court cited *New Town* and *Condon* incessantly and held that the Act of March 3, 1891, had no effect on the boundaries of the Lake Traverse Reservation.

Respondent finds it very interesting that the 1891 Act which the court cited as *establishing* the boundaries of the Fort Berthold Reservation in *New Town*, did so by *disestablishing* approximately one half of what had previously been the Fort Bethold Reservation, while the 1891 Act construed in *Feather* had no affect on the boundaries of the Lake Traverse Reservation — interesting in that both acts were passed by the *same* Congress, in the *same* bill, on the *same* day and, in addition contained the *identical* operative *cession* language.

In the absence of some rational explanation for what would *ipso facto* appear to be an irrational congressional mind, this situation should certainly have raised some question. Yet the *Feather* opinion is silent on the point. Had the court realized the full import of the conflict, it is doubtful that the Sisseton-Wahpeton Agreement would have been treated as exemplifying the rule rather than the exception. This is especially so in light of a statement in the *amicus* brief of the American Association of Indian Affairs submitted to the Eighth Circuit Court of Appeals by counsel for Petitioner on behalf of the Sisseton-Wahpeton tribe, wherein the unusual treatment allegedly accorded the Sisseton-Wahpeton Agreement really manifests itself for the first time.

> . . . Significantly, of the seven reservations opened by the Act of March 3, 1891, the portions of land excluded from the reservation and the new boundaries resulting therefrom are specifically delineated by definite property lines for all but Lake Traverse." Brief for the Association on American Indian Affairs, Inc., and the Sisseton-Wahpeton Sioux Tribe as Amicus Curiae at 10-11, *United States ex rel. Feather v. Erickson*, 489 F.2d 99 (CA 8 1973).

Although the revelation was made to support the position of the tribe in an indirect manner as it is in the instant case (B.P. at 16), surely the Sisseton-Wahpeton Agreement should no longer have been viewed as a typical homesteading statute — the only one of seven statutes passed on the same day, in the same bill, by the same Congress, which did not diminish or extinguish a reservation.[29] Indeed, this same preoccupation with generalizations should have led the court in *Feather* to the opposite conclusion — especially if it had carefully examined the congressional materials set forth in Part I, *supra*. Other than the citations to the House and

[29] Respondent has stated, *supra*, that as of this date, it has not conclusively established the *effect* of each and every agreement ratified by the Act of March 3, 1891, 26 Stat. 1016 (1891). In this respect, and for purposes of *this* paragraph it is relying on the statement in the Amicus Brief, *supra*, as well as the reiteration of this point by Petitioner, B.P. at 16.

Senate documents in Notes 6 and 7, there is no indication in the opinion that such an examination was made. *Feather*, *supra* at 102.

4. The Absence of Proposed Boundaries.

If Respondent's position is correct with respect to the analogy of the partial Crow opening set forth in Part I, *supra* at 51-74, the Lake Traverse Reservation would have been effectively disestablished by the passage of the Act of March 3, 1891, opening the reservation to settlement — irrespective of the fact that the Sisseton-Wahpeton Agreement had been tailored to the Dawes Act. After the opening the allotments therein would be situated on the public domain in the same manner as the Crow situation.

Similarly, just as there were no remaining boundaries encompassing the ceded or disestablished area in the Crow situation, there would be no remaining boundaries encompassing the ceded or disestablished area of the Lake Traverse Reservation. In the Crow situation this very fact *necessitated* the new or proposed boundaries separating the ceded area from the newly diminished reservation. In the Lake Traverse situation this same fact would *necessitate* that there be no new or proposed boundaries to even discuss for there would be no diminished reservation that would remain.

Even the *Feather* opinion substantiates this conclusion and hence the position of Respondent:

> Nothing that can be gleaned from the legislative history or subsequent legislative enactments can be fairly said to shed any further light upon the intent of the Congress regarding the *reservation boundaries*. The Committee reports on the 1891 Act and reports on similar bills that were not enacted do not discuss the *proposed boundaries* . . . .
>
> We must view as significant the fact that our search of the legislative documents subsequent to

> the 1891 Act unearths no telltale language as to the lawmaker's will concerning the *boundaries* of the Lake Traverse reservation. The significance lies, of course, in the test to be applied. This is, congressional expression or clear implication diminishing the *reservation boundaries*. *Feather*, *supra* at 102 (emphasis added).

In its proper historical perspective (i.e., in light of the materials presented in Part I, *supra*, and congressional intent clearly evidenced in the Crow situation and others passed the same day) the lack of proposed boundary discussion alone should have led the court in *Feather* to an opposite conclusion. Instead, the court completely misconstrued its significance and stressed in the *Feather* opinion that the lack of proposed boundary discussion indicated the continued existence of the Lake Traverse Reservation.

In this respect perhaps the court in *Feather* was misled by a statement appearing in the Brief for the Association on American Indian Affairs, Inc., and the Sisseton-Wahpeton Sioux Tribe as Amicus Curiae set forth *supra, and reiterated by Petitioner that:*

> Significantly, of the seven reservations opened for settlement by the Act of March 3, 1891, the portions of land excluded from the reservation and the new boundaries resulting therefrom are specifically delineated by definite property lines for all but Lake Traverse." B.P. at 16.

On its face, the 1891 Act simply does not support this assertion.

Although new boundaries were *necessarily described in those instances wherein the cession included only a portion of the surplus land, such as the Crow situation, supra,* not all of the agreements ratified by the 1891 Act were partial openings. In these situations, which parallel the Sisston-Wahpeton case wherein the allotments were numerous and still being issued, it would have been almost a practical impossibility for the Act to have specifically delineated by definite property lines the portion of land excluded from the cession. Accordingly, contrary to the assertion of the *Amicus* in *Feather*, reiterated by Petitioner before this Court, the 1891 Act on its face did *not* specifically delineate new boundaries in these instances. *See* Act of March 3, 1891, §§8-13, 26 Stat. 989, 1016-1024. Had the court in *Feather* independently examined the entire Act of March 3, 1891, this misconception would have been clarified.

5. A "Former" Reservation.[21]

In addition to the *DeMarrias* decisions, *supra*, and the opinion of the court below, the decision of the Eighth Circuit

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21. The other boundary argument of Petitioner, similarly untenable, is that the omission in the Sisseton-Wahpeton Agreement of a description recommended by the Commissioner of Indian Affairs in a letter of August 13, 1889, should be construed as "an indication that the boundaries of the reservation would remain unchanged." B.P., N. 8 at 16. The same letter cited by Petitioner not only disposes of the argument, but also supports an opposite conclusion:

> It is not considered advisable that the cession at this time should embrace all these surplus lands. A sufficient quantity should be reserved for future contingencies. Pet. App. at 42.

Because the Commissioner of Indian Affairs did not contemplate a cession of *all* of the surplus lands of the Lake Traverse Reservation at the time, some description would have been *necessary* in order to separate the ceded area from the diminished Lake Traverse Reservation. The omission of such a description in the final Sisseton-Wahpeton cession agreement which did encompass all of the surplus lands of the Lake Traverse Reservation, would seem to Respondent to suggest that there would be no Lake Traverse Reservation after the ratification of the agreement.

22. Because of the specific circumstances existing in *Mattz v. Arnett*, 412 U.S. 481 (1973), this Court found the phrase "what *was* [the] Klamath River Reservation" susceptible to more than one interpretation. Although the special circumstances present in *Mattz* are not present in the instant case, Petitioner has nevertheless stated that the phrase "former Lake Traverse Reservation" is subject to the same shorthand identification argument. B.P., N. 23 at 32. Respondent would agree with Petitioner that former Lake Traverse Reservation "may have been used as a shorthand identification" since that identification is susceptible of only one interpretation in the instant case: the 1891 Act disestablished the Lake Traverse Reservation. B.P., N. 23 at 32.

Secondly, in light of the fact that similar references to the "former Lake Traverse Reservation" can be documented in any year (*see* 9, *supra*), the argument of Petitioner to bring the phrase within the 1918-1920 span of confusion noted in *Seymour v. Superintendent*, 368 U.S. 351, N. 12 at 356 (1962), is untenable. B.P., N. 23 at 32.

It is interesting to note in passing that the recent decisions of *New Town*, *supra*, and *Condon*, *supra*, found the same "congressional confusion" in this respect *from 1905 on* that Justice Black thought only existed during the "short period of time" between 1918 and 1920. *Seymour*, *supra*, N. 12 at 356. *See* App. III, 97, 101, 108-112, 120-122; App. IV, Sec. 2, 29-33, 42-44, 58-60, 83-87, for a rather extensive compilation of this "confusion."

Court of Appeals in *Feather* is also inconsistent with the status of the Lake Traverse Reservation, as reflected in three earlier decisions involving the area in question, the first of which is *Farrell* v. *United States*, 110 F. 942 (CA 8 1901).

In *Farrell* the Eighth Circuit Court of Appeals upheld the conviction of a non-Indian for the sale of an intoxicating beverage to a member of the Sisseton-Wahpeton Band of Indians. Although nothing in the *Farrell* opinion is directed to the issue in the instant case, it is interesting to note that the existence of the Lake Traverse Reservation in the *present* tense was not an assumption upon which the decision rested. In several instances reference is made in the *past* tense to the fact that the "reservation of his band *was* opened to settlement" or that the "unallotted lands were opened to settlement." *Farrell, supra* at 947, 949 (emphasis added). In light of the recent openings in South Dakota and other states, all of which disestablished reservations or portions thereof, such references are understandable. See also the discussion of "opened," *supra* at 146-147. Similarly, the opinion does not refer to the Lake Traverse Reservation, but rather denotes the area in question as the "Sisseton agency" or just the "agency." *Farrell, supra* at 943, 944.

The only other major decision involving the original Lake Traverse Reservation is *United States* v. *Rickert*, 188 U.S. 432 (1903). In *Rickert* this Court held that the County of Roberts, South Dakota, could not collect taxes on certain improvements on, and personal property used in the cultivation of, land in that county occupied by members of the Sisseton Band of Sioux Indians. Like *Farrell*, the crux of the decision centered around the fact that the occupants were still wards of the United States. In this respect the decision probably cannot be said to shed any significant light on the issue presented herein. However, Respondent would submit that a close reading of the opinion reveals that in 1903 the land so allotted was not then considered to be within the boundaries of any reservation. Time and time again the land so situated

was referred to as simply "county of Roberts, South Dakota." *United States* v. *Rickert*, 188 U.S. 432 (1903). In fact the only specific present tense reference to the reservation in the opinion is:

> . . . that the said Indians are holding, and for several years last past have held, allotted lands in that county, and within the *former* Sisseton Indian Reservation . . . . *United States* v. *Rickert, supra* at 432 (emphasis added).

It is also interesting to note that the opinion of the lower court in *Rickert* substantially reinforces the disestablished status of the Lake Traverse Reservation in this respect. *United States* v. *Rickert*, 106 F. 1 (CA 8 1901). Again, there is a continual reference to the "Indians residing in the county of Roberts" and the "Sisseton agency situate and being in the county of Roberts, state of South Dakota." *Rickert, supra* at 1, 2. Similarly, the only specific reference in the *present* tense in this opinion to the reservation is:

> [A]llotted lands within the said Roberts county and within the *former* Sisseton Indian reservation, which lands, hereinafter described, were allotted to the said Indians under the provisions of the agreement of December 12, 1889, as ratified by the act of March 3, 1891, . . . *Rickert, supra* at 2 (emphasis added).

Although such "former" references are by themselves of negligible probative value, when read in context with the tenor of the remainder of the opinion, they nevertheless reflect the status of the Lake Traverse Reservation in the mind of this Court and the lower courts in the early 1900's. In addition, when one considers the weight of authority commencing shortly thereafter with *LaPlant, supra*, and *Pelican, supra*, and the continuous adherence to the analysis therein by a multitude of other courts, up and through the *DeMarrias* decisions, confirmed by the Eighth Circuit Court of Appeals as recently as 1967 in *Beardslee* v. *United States*, 387 F.2d 280 (CA 8 1967), the respect for precedent seems to have been

somewhat slighted.[24] Nearly 70 years of judicial analysis might have simply been erroneous, but one could not support that conclusion with the documentation and the rationale contained in either the Brief for Petitioner or the *Feather* decision. Most significantly, the examination of the legislative history and surrounding circumstances of the 1891 Act only serves to further erode the persuasiveness of such a position.

6. The Intent of Congress.

If the *Feather* opinion does not accurately reflect the intent of Congress in 1891, Respondent is, to a large extent, responsible. The judicial system is founded upon and functions best as an adversary proceeding, and Respondent simply has not recently lived up to its responsibility in this respect. Domestic difficulties within the State of South Dakota over the past two years have resulted in a burden on the staff and resources of Respondent, the result of which was simply that Respondent had not been able to adequately present the position of the state in the recent cases. Our brief in *Feather* was, unfortunately, no exception.

In the Court of Appeals in *Feather*, plaintiff-appellant submitted a cogent argument asking the court to depart from its 1963 position in light of certain recent decisions. Respondent relied exclusively on the 1963 position of the court presented in a similarly cogent three page argument. When on behalf of the Association on American Indian Affairs, Inc., as *amicus curiae*, counsel for Petitioner submitted its excellent 50 page brief with over 140 citations to legislative history, Land Decisions, and Archives materials, nearly identical to the Brief for Petitioner in the instant case, Respondent simply did not reply for the reasons set forth above. This is the reason for the statement in the Memorandum for Respondent's Concurrence that Certiorari Be Granted that

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24. This is especially so in light of the treatment accorded the analysis of the Tenth Circuit Court of Appeals discussed *supra* at 161.

since the *Feather* decision, Respondent has devoted considerably more time and effort to research that had not been presented below. Respondent has not, as respondent in *Feather* alleged, asked anyone to "buy a pig in a poke." Respondent's Brief in Opposition to Writ of Certiorari, at 5, *United States ex rel. Feather v. Erickson*, (1973).

Similarly, with respect to respondent's position in *Feather* that this "new material cannot properly be presented before this Court," Respondent would only state that it is somewhat disturbing to think that any one would want this Court to resolve an issue of congressional intent with any limitations imposed other than those this Court would impose upon itself.

The concurrence of Respondent that certiorari be granted in the instant case was founded upon the belief that this Court should authoritatively resolve the issue presented. If Respondent can render any assistance that the Court might deem helpful in this respect, it would be more than willing to assume that responsibility. Consistent with this position, a stipulation has been filed in the Office of the Clerk to the effect that Respondent will not resist any responsible party who might request this Court's permission to enter an appearance as *amicus curiae*.

VI

THE RATIONALE OF *SEYMOUR* and *MATTZ* DOES NOT REFLECT THE STATUS OF THE SISSETON-WAHPETON *CESSION* AGREEMENT RATIFIED BY THE ACT OF MARCH 3, 1891.

Parts I-III of this brief were devoted to an examination of the legislative history and peripheral materials of pure cession agreements and the one in the instant case tailored to the Dawes Act of 1887. Respondent has taken the position that the effect upon a reservation or a portion thereof with respect to the issue presented herein was one and the same; in

both instances the reservation or a portion thereof was effectively disestablished and restored to the public domain.

Although the Sisseton-Wahpeton Agreement was tailored to the Dawes Act of 1887, it was still of the sum certain variety, a cession to the United States with only the *proceeds* of the sale deposited "in trust" to the credit of the members of the Sisseton-Wahpeton Tribe. In this respect the operative language and arrangement in the Sisseton-Wahpeton Agreement and the 1891 Act are technically a world apart from the operative language and peculiar "trust" arrangement of the 1906 Colville Act construed in *Seymour v. Superintendent*, 368 U.S. 351 (1962).

The exact and precise precursor of the 1906 Colville Act actually emanated from the congressional mind between 1901 and 1903. The Act of April 23, 1904, opening a portion of the Rosebud Reservation in South Dakota, was the first concrete manifestation of this type of complete "trust" arrangement. Act of April 23, 1904, 33 Stat. 254 (1904). Significantly, an examination of the legislative history of this and two later Rosebud acts indicates that a strong argument could be made that Congress did not intend to change the necessary effect of the earlier pure cession policy, even up to and through 1910.

Thus, one would have a continuity in policy from the time of the pure cession agreements to the modified Sisseton-Wahpeton Agreement up and through the trust statutes of the early 1900's. In the absence of some specific congressional intent to the contrary, this continuity of policy would unfold as a series of reservations disestablished or at least diminished by special acts of Congress "opening them to settlement." To the extent this Court might deem the rationale of either *Seymour* or *Mattz* controlling in the instant case, Respondent will therefore proceed in the alternative: 1. The rationale of *Seymour* and *Mattz* does not square with the explicit congressional intent evidenced by more than 25 years of

legislative history and related documents of the Office of Indian Affairs and should therefore be departed from. 2. Or in the alternative, that this Court in both *Seymour* and *Mattz* was involved in the construction of acts sufficiently distinguishable from the Sisseton-Wahpeton type of arrangement to limit the holdings to the facts presented therein.

At first glance such an alternative argument might seem unwarranted in light of the position that each case must be determined upon its own facts and legislative history, especially in view of the understandable and meritorious position that this Court would be reluctant to decide issues of a generalized nature. However, as evidenced by some of the general pronouncements in *Mattz* as to the effect of all 1887 Dawes surplus land statutes "opening" reservations to settlement, for all intents and purposes, the instant case could effectively resolve, because of or in combination with *Seymour* and *Mattz*, the status of each and every "opening" subsequent to 1887. Respondent would submit that for this Court to rely solely on the rationale of *Seymour* and *Mattz* and limit again its perspective to one statute and a particular reservation could result in a holding that would effectively negate the crux of nearly three decades of legislation intended by Congress to restore to the public domain over 100,000,000 acres of land previously held within the boundaries of Indian reservations.

A. IF NECESSARY, PERSUASIVE EVIDENCE OF CONTINUITY.

The conflicts and confusions within the Eighth Circuit and between the Eighth Circuit Court of Appeals and the South Dakota Supreme Court set forth above resulted in an extensive review of legislative history by the *parties* and the *court* in *Rosebud Sioux Tribe v. Kneip*, No. Civ. 72-4055 (D.S.D., filed Feb. 6, 1974) (mem). In a well written and extensively documented opinion, the Federal District Court of South Dakota, Northern Division, in the face of *Seymour* and *Mattz*

and the recent decisions of the Eighth Circuit Court of Appeals, held that the Rosebud Reservation had in fact been diminished by a series of bills enacted over a six year period (1904-1910).

Since the legislative history of the Rosebud Reservation represents the transition period from modified cession agreements similar to the Sisseton-Wahpeton Agreement to the exact "trust" replicas of the 1906 Colville Act, it is of a much more explicit and detailed nature than other legislative histories of many of the later acts which were simply introduced, understood and passed. In addition, because the Rosebud Reservation was the target of three separate acts, the partial opening effect similar to that described at 51-72, *supra*, is very pronounced, and enables one to view the effect of the acts both prospectively and retrospectively.

Therefore, Respondent will rely upon the above attributes of the Rosebud material to place this Court in a more advantageous position from which to view the whole process than was possible from an examination of the legislative history in *Seymour*. From this position Respondent will urge the Court to depart from the rationale of *Seymour*, if such an argument need be maintained.

It will not be necessary to set forth in the text of this brief any of the Rosebud material. The issue was extensively briefed by both parties prior to the 53 page memorandum decision of the Federal District Court. Both the briefs and the opinion are set forth in Appendix III. On appeal to the Eighth Circuit Court of Appeals the briefs of both parties were revised and updated and are set forth at Appendix IV. Respondent will rely on the arguments and legislative history presented therein.

Similarly, the Sisseton-Wahpeton materials and related documents discussed in earlier sections of this brief can be

utilized in a like manner with respect to the rationale of *Mattz*.

In this respect, it is interesting to note that even after the decision of this Court in *Seymour*, only seven decisions have applied the rationale therein to similar acts "opening" other reservations. On the other hand, seventeen federal and state supreme court decisions have found distinctions upon which to base their reluctance to reestablish reservation boundaries where none existed. *See* discussion, infra at 187-189.

B. IN THE ALTERNATIVE, A MOST SIGNIFICANT DISTINCTION.

> The ratification of agreements by the act of March 3, 1891 (26 Stats., 989), restored to the public domain . . . from the Lake Traverse Reservation, South Dakota, about 660,000 acres, . . . Report of the Commissioner of Indian Affairs, 44 (1891).

In 1891 the Commissioner of Indian Affairs aptly and unequivocally described the precise effect the Act of March 3, 1891, had on the Lake Traverse Reservation. It is the position of Respondent that this Court should not construe the rationale of either *Seymour* or *Mattz* as controlling in the instant case.

1. *Seymour v. Superintendent*, 368 U.S. 351 (1962).

The primary and most significant distinction is, of course, on the face of the acts. The Act of March 3, 1891, was a sum certain cession agreement with the United States Government whereby the United States bought and members of the Sisseton-Wahpeton band of Indians agreed to "cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to" their surplus land. Act of March 3, 1891, 26 Stat. 1036. This certainly does not describe the "trust" situation in *Seymour v. Superintendent*, *supra*.

In fact, if any aspect of the *Seymour* opinion is analogous to the legislative history of the Sisseton-Wahpeton Agreement it would be the 1892 Colville Act which did extinguish, subject to individual allotments, the north half of the Colville reservation. After all the 1891 Act in the instant case is chronologically much closer to the 1892 Colville Act than to the 1906 Colville Act, to say the least. One could rationally assume that it should be more in tune with the prevalent attitude of Congress at the time, especially in the light of the Crow and Fort Berthold agreements discussed *supra*, that were procedurally on "all fours" with the 1892 Colville situation.

In addition, in *Seymour*, Justice Black deemed the public domain language of the 1892 Act significant. In this respect Respondent would call this Court's attention to the Annual Report of the Commissioner of Indian Affairs and statements of Senator Dawes and other congressman attributing the same precise effect to the Sisseton-Wahpeton Act. In both situations the allotments were to be situated on the public domain. Furthermore, immediately after the openings, both the 1892 Colville Reservation and the Lake Traverse Reservation were similarly removed from the Office of Indian Affairs Maps and Schedules recording the then existing Indian reservations in the United States. But for the fact that the 1892 Act affected only a portion of the Colville Reservation and the 1891 Act affected all of the Lake Traverse Reservation, the effect of both acts would have been the same. See the discussion of 1892 Colville Act, *supra*, at 131 by the Commissioner of Indian Affairs substantiating this position.

Even petitioner in *Seymour* recognized the importance of the similarities between the 1891 Sisseton-Wahpeton Act and the 1892 Colville Act when it cited *Application of DeMarrias*, 77 S.D. 294, 91 N.W.2d 480 (1958), and concluded that the acts had the same effect:

> *Application of Demarias* [sic], 77 S.D. 294, 91 N.W. 2d 400 (Resp. Br. 21), involved a burglary by an Indian on non-Indian land within the original boundaries of the Sisseton-Wahpeton Lake Traverse Indian Reservation in South Dakota. The land upon which the crime was committed, together with all other unallotted lands of the reservation, had been ceded to the United States in return for payment of a stipulated sum to the Indians. The cession was ratified by the Act of March 3, 1891, 26 Stat. 989, 1035-39, §§ 26-27, which provided *inter alia*, that lands ceded should be subject to the laws of the state. *Any similarity in the statutes relating to the Lake Traverse and Colville Reservations applies only to the north half of the Colville Reservation (ceded by the Act of 1892) and not to the diminished ("south half") reservation dealt with in the Act of 1906.* Reply Brief for Petitioner at 10, *Seymour v. Superintendent*, 368 U.S. 351 (1962) (emphasis added).

Secondly, Justice Black found that the 1906 Act repeatedly referred to the Colville Reservation in a manner that made it clear that the intent of Congress was that the reservation should continue to exist as such. Nothing in the Sisseton-Wahpeton Act can be fairly said to support a similar statement.

2. *Mattz v. Arnett*, 412 U.S. 481 (1973).

As was the case with *Seymour*, the most significant distinction between the Klamath River and Sisseton-Wahpeton Acts appears on the face of the acts. In the 1892 Klamath River Act the United States did not conclude an agreement with the residents of the Klamath River Reservation whereby they agreed to " . . . cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to . . ." their surplus land for a sum certain as it did in the Sisseton-Wahpeton situation.

Nor was the United States Government free to do anything it wanted with the proceeds from the sale of the lands to the

settlers in the 1892 Klamath River Act as it was in the Sisseton-Wahpeton situation. Again, as was the case with *Seymour*, the 1891 Sisseton-Wahpeton Act more closely parallels the 1892 Colville Act in both respects.

Similarly, as was the case in *Seymour*, petitioner in *Mattz* recognized and primarily relied on this cession distinction specifically when he stated in the text of the reply brief on the merits that:

> *Ellis v. Page, supra*, for example, involved an agreement between the Government and the Indians which provided that the tribes occupying the reservation would
>
> > 'cede, convey, transfer, relinquish [sic], and surrender, forever and absolutely, without any reservation whatsoever, express or implied, all their claim, title, and interest, of every kind and character, in and to the lands embraced [within the reservation.]'
>
> The court described those words as 'unequivocal' (351 F.2d 250 at 252) and said
>
> > 'In treaty parlance they are as appropriate to disestablish the reservations as the Congressional words 'vacate and restore' employ in the 1892 Act to disestablish a part of the Colville Reservation.'
>
> In other words, the Tenth Circuit based its decision on what it considered language showing a clear intent to terminate.'
>
> *Tooisgah, supra*, and *DeMarrias, supra*, were based on agreements that are indistinguishable from the one considered in *Ellis*.
>
> The approach adopted by the *Ellis* court is exactly what Petitioner believes is required here. To terminate a reservation a statute must use a phrase such as . . . . Reply Brief for Petitioner at 7-8, *Mattz v. Arnett*, 412 U.S. 481 (1973).

Significantly, this language does restore surplus lands to the public domain.

Secondly, considerable importance was attached in the *Mattz* opinion to the fact that prior efforts to restore the surplus lands to the public domain in the Klamath River legislative history had failed. *Mattz v. Arnett, supra*, at 504. While only certain quarters of the House favored such action in the Klamath River situation, this was definitely not the case with the Sisseton-Wahpeton Agreement. The language of the annual report of the Commissioner of Indian Affairs, Senator Dawes and the other members of Congress who addressed themselves to the issue, all attributed the "public domain" effect to the Act of March 3, 1891. In this act Congress did "terminate the reservation and open it for white settlement" *Mattz v. Arnett, supra*.

The remaining and perhaps most important single statement of the *Mattz* opinion, as it relates to the instant case, is the standard of termination or disestablishment set forth therein: " . . . A congressional determination to terminate must be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history. . . ." *Mattz v. Arnett, supra*, at 505. In this respect Respondent would submit that the Sisseton-Wahpeton material set forth in Part I, *supra*, surpasses that which is required — both on the face of the act and *especially* in light of the surrounding circumstances and legislative history.

From the face of the *Mattz* opinion, it is apparent that this Court's attention was directed to the very specific situation it found to exist in the legislative history and surrounding circumstances of the Klamath River Reservation. Not even the repeated pleas of Petitioner for an adherence to the *holding* therein can detract from this fact. B.P. at 60, 62, 63. Nor is the assertion that it is "inescapable that *Mattz* controls *DeCoteau*" any more persuasive than the request for this

Court to "adhere to the *Feather* analysis." B.P. at 62, 63. If anything controls, it is the necessity for an independent analysis, as in *Mattz*, of the specific Act presented for construction herein and the legislative history and surrounding circumstances thereof.

VII

THE JURISDICTIONAL IMPLICATIONS OF THE STATUTORY DEFINITION OF INDIAN COUNTRY SHOULD NOT BE CONSIDERED UNTIL AFTER THE STATUS OF THE LAKE TRAVERSE RESERVATION HAS BEEN RESOLVED.

Respondent has waited until this point to discuss the jurisdictional implications of the material herein for the simple reason that it is not until after this Court has examined such material that a consideration of 18 U.S.C. § 1151 becomes relevant. The attempt on the part of the United States to insert its 1948 "crazy-quilt" argument at the outset of what should have been essentially a discussion of congressional intent at the turn of the century, is wholly misplaced, literally and figuratively. By following this argument to its logical conclusion, one would end up with approximately one-fifth of the entire western half of the United States "within" the boundaries of reservations that have heretofore been disestablished and restored to the public domain.

The position of Petitioner that in *1891* Congress was "undoubtedly aware" that "only exclusive federal jurisdiction solves this problem" of checkerboard jurisdiction and that a "consideration of the practical consequences of checkerboard jurisdiction refutes the inference that Congress approved of it in *1891*," while not misplaced in terms of consideration in the Brief, is patently in conflict with the reasons for and subsections of the 1948 statutory definition of Indian Country as well as numerous decisions of this Court. B.P. at 52, 53 (emphasis added).

The definition of Indian Country is set forth at 18 U.S.C. § 1151.

> Except as otherwise provided in sections 1154 and 1156 of this title, the term "Indian country", as used in this chapter, means (a) all land within the limits of any Indian reservation under the jurisdiction of the United States government, notwithstanding the issuance of any patent, and, including rights-of-way running through the reservation, (b) all dependent Indian communities within the borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a state, and (c) all Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same. June 25, 1948, c. 645, 62 Stat. 757; May 24, 1949, c. 139 § 25, 63 Stat. 94.

Only subsections (a) and (c) are relevant to the issue presented herein.

A. 18 U.S.C. § 1151(a): WITHIN THE LIMITS OF ANY INDIAN RESERVATION.

In 1948 when the definition of Indian Country was revised to its present form, it was the almost unanimous conclusion of the state and federal courts that "opened reservations" were not reservations at all. Rather, this terminology denoted areas which were once reservations but had been disestablished by special acts of Congress.

For example, in the Crow situation described, *supra*, after the opening the boundaries were receded to encompass the area remaining or the diminished reservation, the opened reservation was no longer within the boundaries of the Crow Reservation, although it continued to be improperly referred to as the "opened reservation." The trust allotments situated on the "opened" portions were interspersed among the fee land of the settlers after the opening—outside the boundaries of the reservation.

The trust allotments within the boundaries of the reservation were interspersed among the rest of the undivided tracts of trust land. After a period of time, the United States no longer held the title to all the area within the boundaries of the reservation in "trust." Primarily this situation was the result of the issuance of patents in fee to individual members of the tribe for one reason or another. In some instances the title to the land was further removed from the United States by the transfer thereof to another person—sometimes a member of the tribe and sometimes not.

This whole process soon resulted in the "checkerboarding" of fee and trust land *within* the diminished reservation. The jurisdictional ramifications soon resulted in a hotly contested issue in many of the state and federal courts. In 1948 Congress resolved the issue by defining Indian Country, in part, as

> (a) [A]ll land within the limits of any Indian reservation under the jurisdiction of the United States government, not withstanding the issuance of any patent, and, including rights-of-way running through the reservation . . . 18 U.S.C. §1151.

In effect, Congress had codified the decisions of those courts which had previously resolved the issue consonant with the definition. The general definition was still based upon the latest construction of the term by this Court in *United States* v. *McGowan*, 302 U.S. 535 (1938), a situation in which the Government retained the title to *all* of the land which it validly set apart for the use of the Reno Colony in Nevada. With reference to the checkerboard issue, the Reviser's Note cited with approval and reliance the 1943 decision of *Kills Plenty* v. *United States*, 133 F.2d 292 (CA 8 1943), *cert. den.* 319 U.S. 759 (1943). *See* Reviser's Note, 18 U.S.C. §1151.

In *Kills Plenty* the Eighth Circuit Court of Appeals held that all of the land within Todd County was "Indian country" irrespective of the issuance of patents in fee. Todd County was the only county of the original Rosebud Reservation that had *never* been "opened" to settlement. Todd County was, for all purposes, *the* Rosebud Reservation, sometimes referred to as *the* diminished Rosebud Reservation in acts of Congress, opinions of state and federal courts, the Office and Bureau of Indian Affairs, maps, and every other source one can imagine from 1910 until 1972. *See* Appendix III, Appendix IV. In 1943 areas that were once reservations but were subsequently opened by special acts of Congress were *not* within the boundaries of reservations any more than the opened portion of the Crow Reservation was within the new boundaries of the diminished Crow Reservation.

Indeed, no one can read the *Kills Plenty* decision and the cases cited therein and support a contrary conclusion. This was the decided, almost unanimous, view in 1943 in all of the decisions of the state and federal courts. One can only imagine how the Reviser of 18 U.S.C. §1151 would have reacted had the Eighth Circuit Court of Appeals in 1950 reversed *Kills Plenty* and held that the boundaries of the Rosebud Reservation did not really encompass the diminished Rosebud Reservation, but actually remained as originally established in 1889, encompassing areas which were not within the boundaries of *the* reservation for over 40 years.

It is interesting to note that the 1922 decision of *United States v. Frank Black Spotted Horse*, 282 F. 349 (D.S.D. 1922), cited by Justice Black with approval in *Seymour* dealt with the same checkerboard situation resolved by the court in *Kills Plenty*: Todd County, the diminished Rosebud Reservation. The court in *Frank Black Spotted Horse* resolved the issue in the same manner that was later followed in *Kills Plenty*. When the Reviser cited Kills Plenty with approval he was in effect eliminating the impractical pattern of checkerboard jurisdiction. But this was "within" a diminished reservation *that had never been "opened."* Respondent has not

been able to ascertain from a reading of *Seymour* why Justice Black thought that such a situation within a portion of a reservation *that had never been* "opened" was persuasive in eliminating the impractical pattern of checkerboard jurisdiction in an area that had been "opened." All three of the decisions cited by Petitioner as "generally in accord" with the burden of checkerboard jurisdiction were similarly concerned with portions of reservations *that had never been "opened."* B.P. at 53, N.39 at 53-54, wherein a portion of the text of the *Frank Black Spotted Horse* opinion is set forth at length.

In one respect, the absence of any citations in the *Seymour* opinion to precedent on "all fours" with the Colville "open" reservation situation is understandable. *See* discussion at 175-179, *supra*. Prior to the decision, the decided *weight* of authority had for fifty years reached a contrary conclusion. Even more interesting, however, is the fact that even *after* the *Seymour* decision, in seventeen separate instances, state and federal courts still refused to apply the rationale therein to other reservations which had been "opened." *DeMarrias v. State of South Dakota*, 319 F.2d 845 (CA 8 1963), *aff'g* 206 F. Supp. 549 (d.S.D. 1962); *Ellis v. Page*, 351 F.2d 250 (CA 10 1965), *aff'g Ellis v. State*, 386 P.2d 326 (Okl. Cr. 1963); *Lafferty v. State ex rel. Jameson*, 80 S.D. 411, 125 N.W. 2d 171 (1963); *Wood v. Jameson*, 81 S.D. 12, 130 N.W. 2d 95 (1964); *Bird in the Ground v. District Court*, 239 F. Supp. 981 (D.Mont. 1965); *State v. Barnes*, 81 S.D. 511, 137 N.W. 2d 683 (1965); *State ex rel. Swift v. Erickson*, 82 S.D. 60, 141 N.W. 2d 1 (1966); *Beardslee v. United States*, 387 F.2d 280 (CA 8 1967) (dictum); *State v. Moss*, 471 P.2d 333 (Wyo. 1970); *State v. Satiacum*, 80 Wash. 2d 492, 495 P.2d 1035 (1972); *State v. Williamson*, 211 N.W.2d 182 (2.D. 1973); *DeCoteau v. District Court*, 211 N.W.2d 843 (S.D. 1973); *Rosebud Sioux Trive v. Kneip*, No. Civ. 72-4055 (D.S.D., filed Feb. 6, 1974) (mem.); *Cook v. State*, S.D. ,

215 N.W.2d 832 (1974); and United States ex rel. Feather v. Erickson, No. (D.S.D. filed May 30, 1973).

Perhaps these refusals to follow *Seymour* were simply a result of a reluctance to recreate reservation boundaries which had for over fifty years been disestablished. Perhaps some of the older decisions remained persuasive even against the glare of the *holding* in *Seymour*.

In any event, in only eight instances since the decision in *Seymour* have courts applied the rationale therof to "opened" areas and in six of these the questions were "close," the materials "inconsistent and confusing," "the comma's misplaced," the acts evidence of "poor draftsmanship," or the opinion founded upon a reluctance of a state court to disagree on a federal question. *City of New Town v. United States*, Civ. No. 1038 (January 26, 1971); *Leech Lake Band of Chippewa Indians v. Herbst*, 344 F. Supp. 1001 (D. Minn. 1971); *City of New Town v. United States*, 454 F.2d 121 (CA 8 1972); *State v. Molash*, 86 S.D. 558, 199 N.W. 2d 591 (1972); *United States ex rel. Condon v. Erickson*, 344 F. Supp. 777 (D.S.D. 1972); *United States ex rel. Condon v. Erickson*, 478 F.2d 684 (CA 8 1973); *Mattz v. Arnett*, 412 U.S. 481 (1973); and *United States ex rel. Feather v. Erickson*, 489 F.2d 99 (CA 8 1973).

B. 18 U.S.C. §1151(c): ALLOTMENTS ON THE PUBLIC DOMAIN.

In 1948 even Congress realized that the definition of Indian Country set forth in 18 U.S.C. §1151(a) would not encompass those trust allotments on the public domain in the opened areas of what had theretofore been reservations. As a result, 18 U.S.C. §1151(c) was set forth as an addition to the definition of Indian Country.

> (c) [A]ll Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same.

Logically enough, to support the continuation of these allotments as Indian Country, the Reviser cited *the decision*

of this Court which held that allotments on the public domain in the opened areas of what had theretofore been reservations should continue to be subject to federal jurisdiction. United States v. Pelican, 232 U.S. 442 (1914).

> Indian allotments were included in the definition on authority of the case of U.S. v. Pelican, 1914, 34 S.Ct. 396, 232 U.S. 442, 58 L.Ed. 676. Eightieth Congress House Report No. 304, Reviser's Note. 18 U.S.C. §1151.

In *Pelican* this Court held that federal jurisdiction was not extinguished merely because the trust allotment had been left behind on the public domain when the boundaries of a reservation were receded after the opening of that reservation. Specifically, this Court in *Pelican* was involved with the 1892 opening of the Colville Reservation which disestablished approximately one half of the Colville Reservation in the same manner as the Crow situation discussed, *supra*. To this extent, 18 U.S.C. §1151(c) specifically approved and provided for the impractical pattern of checkerboard jurisdiction. Some provision had to be made for the opening that left behind trust allotments situated on the public domain outside the boundaries of a reservation. Respondent would submit that this provision, 18 U.S.C. § 1151(c) was specifically tailored to fit precisely the situation presented by the Sisseton-Wahpeton opening.

It is interesting to note that as recently as 1967, the Eighth Circuit Court of Appeals, which had for years handed down cogent and authoritative decisions like *Kills Plenty* concurred in this analysis in another cogent and well-written opinion, *Beardslee v. United States*, 387 F.2d 280 (CA 8, 1967).

Oddly enough the issue in *Beardslee* was the same issue that had been previously presented in *Frank Black Spotted Horse* and *Kills Plenty:* Checkerboard jurisdiction in the diminished Rosebud Reservation, Todd County. The court in

Beardslee reaffirmed both of the previous decisions on point. Disestablishment could not be affected merely by the issuance of fee patents to an Indian or the conveyance thereof to another person. In 1948 Congress had eliminated the impractical pattern of checkerboard jurisdiction within reservations that had never been opened.

But this had nothing to do with the "opened" areas of what had theretofore been reservations and the court in *Beardslee* recognized the distinction.

> . . .Clause (c) came into the statute as the result of the holding in *United States v. Pelican*, 232 U.S. 442, 34 S.Ct. 396, 58 L.Ed. 676 (1942), namely, that lands allotted to Indians remained within the definition of Indian country even though the rest of the reservation was opened to settlement. See Reviser's Note following 18 U.S.C.A. §1151 (1966), and 80th Congress House Report No. 304. Clause (c) is an addition to and not a limitation upon the definition of Indian country embraced in the preceding portions of §1151. We regard (c) as applying to allotted Indian lands in territory now open and not as something which restricts the plain meaning of clause (a)'s phrase "notwithstanding the issuance of any patent". Although this result tends to produce some checkerboarding in non-reservation land, it is temporary and lasts only until the Indian title is extinguished. The congressional purpose and intent seem to be clear. *Beardslee, supra* at 287.

The above analysis was soundly founded upon a careful reading of precedent, the Reviser's Notes of 18 U.S.C. § 1151 and citations therein, and represents the most thorough treatment of the question to date. In terms of the practical criminal considerations of checkerboard jurisdiction in the Sisseton area, there is no necessity for "tract book justice," contrary to the position of Petitioner. B.P. at 53. Approximately 90 percent of all crimes committed by members of the Sisseton-Wahpeton Tribe, misdemeanors and felonies alike, are committed within the limits of the city of Sisseton where there is no trust land.

Respondent has never questioned the validity or the necessity for the absence of checkerboard jurisdiction within the boundaries of reservations. But this whole process of commencing the consideration of issues similar to the nature of the one presented herein with the 1948 statutory definition of Indian Country could eventually lead to the resurrection of boundaries of reservations encompassing each and every allotment in the United States—boundaries which have been disestablished for over 80 years.

In terms of civil jurisdiction an objective appraisal of the area in question reveals that a viable reason to alter what has been for over eighty years the established and functional interrelationship of the Sisseton-Wahpeton Tribe, the Federal Government and the State of South Dakota, does not exist.

VIII

A VIABLE REASON TO ALTER WHAT HAS BEEN FOR OVER EIGHTY YEARS THE ESTABLISHED AND FUNCTIONAL INTERRELATIONSHIP OF THE SISSETON-WAHPETON TRIBE, THE FEDERAL GOVERNMENT AND THE STATE OF SOUTH DAKOTA DOES NOT EXIST.

Respondent has consistently taken the position that the 1891 Act disestablished the Lake Traverse Reservation. Since that time, the members of the Sisseton-Wahpeton Tribe, the State of South Dakota, and the Federal Government have consistently recognized and treated the area as such. Petitioner's attempt to portray the situation herein as similar to *reservation* areas that exist elsewhere is wholly untenable as evidenced by the events subsequent to the Act of March 3, 1891, and an examination of the area in question today.

Most significantly, the precise effect of the 1891 Act on the Lake Traverse Reservation is clearly evidenced by the manner in which the members of the Sisseton-Wahpeton Tribe accepted the provisions thereof. Unlike the underlying fact situations in the recent decisions of thisCourt relating to

civil jurisdiction within the boundaries of certain Indian reservations, the members of the Sisseton-Wahpeton Tribe have consistently recognized that the cession of their reservation set them apart from their brethren who continued to reside *within the boundaries* of a reservation. This realization has for over eighty years permeated every aspect of the interrelationship of the members of the Sisseton-Wahpeton Tribe and the state and local government. Of course, there have always been specific exemptions in relation to limited property restrictions and tax exemptions, not unlike the situation discussed in *Oklahoma Tax Commission v. United States*, 319 U.S. 598 (1943). Similarly, the Federal Government has in this instance also continually recognized its obligation to the members of the Tribe insofar as it related to the Sisseton-Wahpeton agency and the supervision of certain federal programs thereunder. But these exemptions and services were not provided and made available to the members of the Sisseton-Wahpeton Tribe because they were situated within the boundaries of a reservation; rather, they were simply a result of the existence of the allotments and of the individual members of the Sisseton-Wahpeton Tribe residing thereon. In the main, the Federal Government structured its programs and duties around the very fact that the area in question was no longer a reservation and the individual members of the Tribe recognized the distinction.

From the very beginning, the State and local government was for all purposes the only local government that existed. If any tribal organization even existed in the first forty years

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24. As this Court stated in *Morton v. Ruiz*, 42 L.W. 4262, 4274 (1974):

> We have recognized previously that the weight of an administrative interpretation will depend, among other things, upon 'its consistency with earlier and later pronouncements' of an agency. *Skidmore v. Swift & Co.*, 323 U.S. 134, 140 (1944). See, generally, K. Davis, 1 Administrative Law Treatise, §§5.03-5.06 (1958 and 1970 supp.). In this instance the BIA's somewhat inconsistent posture belies its present assertion. In order for an agency interpretation to be granted deference, it must be consistent with the congressional purpose.

subsequent to the Act of 1891, its existence would have been concerned only with the internal affairs of the individual members of the tribe in relation to the allotments, membership, and other business with the Federal Government, not unlike other tribes similarly located on allotments on the public domain. Indeed, a recognition of this very fact for all practical purposes precluded the members of the Sisseton-Wahpeton Tribe from being able to comply with the Indian Reorganization Act of 1934, a situation certainly distinguishable from that presented in *Kennerly v. District Court of Montana*, 400 U.S. 423 (1971).

The first official sanction the Sisseton-Wahpeton Tribe as such ever received was not until *1946*[25] and then the allotments were nevertheless explicitly described as lying within what was *originally* the Lake Traverse Reservation. B.P. at 44. Even after 1946 the situation did not change. Members of the Tribe still conducted their everyday affairs in the same manner. With the explicit sanction of the Federal Government, many of the rights accorded the members of the Sisseton-Wahpeton Tribe in this respect were not available to members of any tribe within the boundaries of a reservation. The state and local government continued to be the only local government. All aspects of everyone's affairs, including domestic relations, were conducted in the only courts and under the only laws that ever existed in the area. This was the situation for only one reason. The area in question was not a reservation. The services of all branches of local government had not assumed this jurisdiction, with the explicit sanction of the Federal Government, "merely to fill a vacuum of unexercised, though existing, tribal jurisdiction." B.P. at 46. There was no tribal jurisdiction in this respect because there was no reservation. The underlying fact situation in the instant case is most illustrative of this very point.

25. A tribal council did not exist prior to 1946. The mere recognition of the existence of a tribe in this manner by the Commissioner of Indian Affairs does not create a reservation. Only Congress is vested with that authority. *United States v. Celestine*, 215 U.S. 278 (1909). Similarly, only Congress can recognize tribal governments as such.

At the time Robert Lee Feather was given up for adoption by his mother, the reason the action was not handled by the tribal court under the tribal code regulating such a procedure, had nothing to do with the State of South Dakota undermining "Federally protected tribal self-government." B.P. at 6. At the time, a Federally protected tribal self-government did not exist — *neither did a tribal court, nor a tribal code, nor even a tribal police force.* The statement of Petitioner that the tribal government was or is the "major functioning governmental entity within the reservation boundaries" which operates "the only effective police force and court system" cannot be substantiated.[26] In 1971 the area in question had not been within the boundaries of any reservation for nearly eighty years and the tribe could not have deterred the appalling treatment of the children in this case which occurred on non-trust land any more than it could have similarly regulated or controlled the behavior of Petitioner had the residence in question been in Minneapolis, Minnesota.

Contrary to the assertions of Petitioner, the State of South Dakota by its actions in the instant case, was not paralyzing the ability of the Tribe or irreparably interfering with essen-

26. Seven counties in whole or in part, are within the original boundaries of the Lake Traverse Reservation. Over one hundred individuals are directly involved in state and local law enforcement alone. With the exception of the Federal Public Health facility, the state and counties supply the service and maintain 95 percent of nearly everything from the schools that 95 percent of the children of the members of the Sisseton-Wahpeton Tribe attend, to the nearly 2,000 miles of roads "on the reservation." In all, the Tribe and Bureau of Indian Affairs employ less than 120 members of the 3,000 members of the Sisseton-Wahpeton Tribe. The Tribal Court and Code was established in the spring of *1971*, after the decision of the United States Court of Appeals in *United States ex rel. Feather v. Erickson*, 489 F.2d 99 (CA 8 1973). The tribal police force, a total of nine individuals full- and part-time, was established in 1972.

Contrary to the assertions of Petitioner, the only deference to any tribal entity in this respect by any state agency was that required by the decision of *United States ex rel. Feather v. Erickson, supra*. Most certainly, the "willingness of the State to abstain from application of its judicial and law enforcement system" demonstrates nothing other than respect for a controlling decision of a federal court on a federal question. B.P. at 46. See Note 28 infra.

tial tribal relations. B.P. at 65, 67. The internal affairs of the Tribe remain and have remained the internal affairs of the Tribe. But this fact does not alter the geographical location of the members of the Tribe nor create a necessity for the resurrection of the boundaries of a reservation disestablished eighty years ago.

Although the area in question most certainly remains the home of some three thousand members of the Sisseton-Wahpeton Tribe, it is also the home of some thirty thousand other citizens of the State of South Dakota. While the allotments of the members of the tribe do constitute approximately fifteen percent of the total land base, only 1.5 percent of the allotments are actually resided upon or farmed by the members of the Sisseton-Wahpeton Tribe. As such, checkerboard jurisdiction, criminally or civilly, for all practical purposes does not exist. In all respects the area in question is not unlike similar areas in Oklahoma or anywhere else, that were restored to the public domain before 1900. To fully comprehend the extent to which this situation can be contrasted with any other area that has remained within the boundaries of a reservation, one need only refer to the fact situations in *Warren Trading Post v. Arizona Tax Commission*, 380 U.S. 685 (1965), *Williams v. Lee*, 358 U.S. 217, (1959), *Kennerly v. District Court of Montana*, 400 U.S. 423 (1971), *McClanahan v. State Taxing Commission of Arizona*, 411 U.S. 164 (1973), or any other decision which relates to the sovereign powers of a tribe within the boundaries of a reservation. In this light, the instant case most certainly does not involve state action infringing "the right of *reservation* Indians to make their own laws and be ruled by them." *Williams v. Lee, supra*, At 220 (emphasis added).

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27. The "unilateral usurpation of tribal exclusive jurisdiction" by the State of South Dakota asserted by Petitioner as the "*cause*" for the inordinate number of foster care and adoptive placements of Indian children does not merit even the recognition of this footnote. B.P. at 66.

For the tribe in reservation areas to subject non-members therein to special traders licenses, taxes for the right to do business on the reservation, special statutes regulating intoxicants, professional competency certifications for the right to practice law or medicine or any other profession therein in a tribal hospital, court of law or wherever, or exercise *whatever* sovereignty any tribe might lawfully exercise within the boundaries of its reservation today or fifty years from today is one thing. Any non-member therein has always been within the boundary of a reservation. But to subject the citizens who live within the seven counties which are in whole or in part encompassed by the original Lake Traverse Reservation to the same sovereign powers for the first time ever in *1974* is quite another proposition and certainly not within the purview of any of the above decisions or the rationale therein.

Some of the citizens in the outlying areas within the original boundaries of the original Lake Traverse Reservation, especially in North Dakota, have never even heard of the Sisseton-Wahpeton Tribe as such. In addition to subjecting the individuals in these same counties to any such sovereign power, when one considers the related loss of the inherent power of state and local government to regulate drivers' licenses, license plates, motor vehicle saftty inspections and related regulatory provisions, misdemeanors, repeated offenses such as driving while intoxicated which are not felonies or even crimes under the federal statutes, let alone the more serious criminal incidents which have recently occurred "within the boundaries of reservations" where for all practical purposes the Federal Government has *never* provided adequate law enforcement protection within the State of South Dakota — *with respect to not only the members of the Sisseton-Wahpeton Tribe, but also to any member of any tribe while therein* — this whole situation approaches disbelief without even considering the *nine* other counties in

South Dakota alone that will be similarly situated *for the first time.*[28]

With all due respect, Respondent finds it difficulty to believe that when this Court held that homesteading was not necessarily inconsistent with the continued existence of a reservation and stated that it was unable to find where Congress had taken away from the Colville Indians any part of the land within the boundaries of their reservation, it really meant *sub silento* to overrule nearly every decision in the United States for over sixty years and create the situation set forth above. *Seymour v. Superintendent*, 368 U.S. 351 (1962). For as the recent opinions of the Eighth Circuit Court of Appeals state in no uncertain terms, what was less than twelve years ago very much the exception, has rapidly become the rule *without exception.*

If the general welfare of the Indian people was dependent upon such a process, the whole situation might be viewed in a

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28. In almost any paper in South Dakota in any one week a plea similar to that appearing in the Sioux Falls Argus Leader, August 23, 1974, at 3, can be found:

Kneip Asks Ford's Attention On Reservation Jurisdiction

> PIERRE (AP) — GOV. Richard Kneip has asked President Gerald Ford to give immediate attention to problems of state jurisdiction on Indian reservations in South Dakota.
>
> "Legal restraints created by federal law and *federal court decisions* severely restrict the ability of local and state law enforcement to deal with growing lawlessness on reservations," Kneip said in a telegram to the President.
>
> "Fearful citizens threaten to take the law into their own hands unless they can be assured of law enforcement protection which can only be provided by federal authorities.
>
> "Both Indians and non-Indians urgently need your help in insuring their personal safety and property against criminal acts.
>
> "This is to advise you of an increasingly serious and volatile situation on and around the state's Indian reservations and to ask your immediate attention to the threat of public order and the legal process."

An armed confrontation in a service station owned by a non-member which resulted in the allegedly unjust arrest of the same non-member by *tribal* police on a *tribal* warrant was the precipitating cause of the above Gubernatorial request. Since the decision in *Feather, supra*, the area in question has been the primary source of similar incidents which have illicited similar pleas. In addition thereto, under different factual situations the Sisseton-Wahpeton Tribe, the Bureau of Indian Affairs and the Department of Justice have repeatedly urged cross-deputization of state authorities to protect the lives and property of the members of the Sisseton-Wahpeton Tribe and the non-member residents of the area when civil disturbances were threatened by a large group of non-resident members of other tribes.

different light. If there was any real reason to believe that true justice for the Indian people could only be found in two federal courts within the entire State of South Dakota, the whole situation might be viewed in a different light. If the Federal Government that created the reservation system required even today the most fundamental rudiments of justice such as assistance of counsel before a judge trained in the law in the very tribal courts that are to dispense justice to the Indian people, the whole situation might be viewed in a different light. Unfortunately, none of the hypotheses accurately portray the existing situation in the State of South Dakota. The very Tribe Petitioner has urged this Court to believe is about to be effectively eliminated as such, unless enclosed within the boundaries of a reservation, has prospered for eighty years on the public domain. The two federal courts are 500 miles apart and the very end urged by Petitioner has already resulted in a docket so clogged that it is nearly impossible to have any justice dispensed within 18 months. The tribal system of justice on the second largest reservation in the United States is such that not even the most rudimentary rights that are accorded the accused by the Indian Civil Rights Act are being observed.[29] There has not been a jury trial available to anyone on the Pine Ridge Reservation for over fifteen months.

If even the very system, created by the Federal Government and perpetuated by a bureaucracy that continues to exist only if it continues to perpetuate the system, had ever been shown to have existed for the general welfare and benefit of the Indian people, the situation might be viewed in

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29. Due Process under the 1968 Indian Civil Rights Act does not require court appointed council to defend the rights of indigents. No qualifications whatsoever are minimal to qualify as "counsel" or "judge." While the right to a trial by jury is required by the terms of the Act, in practice even this basic right is ephemeral. When one also considers that in civil actions, the tribal courts will be the only courts wherein non-members can bring a cause of action against the members of any tribe, the qualifications of the tribal judiciary and limitations on the right to practice therein assumes a degree of additional significance. Even more so, the remote possibility the assertion of criminal jurisdiction by the tribe over *non member residents* who have no representation whatsoever in the tribal government raises enough constitutional and other issues to "boggle one's mind." *See* Note 28, *supra*.

a different light. Fortunately, the members of the Sisseton-Wahpeton Tribe did not suffer under the burdens of this system for long. They ceded their reservation in 1889 and the last word from Congress specifically directed to the issue in the instant case and status of the 1867 Lake Traverse Reservation was the Act of March 3, 1891, which ratified that cession.

CONCLUSION

If one were simply concerned with the loss of state jurisdiction over members of the various tribes residing in areas predominantly populated by the same, a recreation of the situation as it existed on the maps of Indian reservations in 1870 or 1880 would not be a monumental catastrophe. Unfortunately, this is not the case. Thousands of other citizens now reside on farms and ranches and in cities and towns in the areas that would be engulfed by such a process. These individuals settled on the public domain and were never required or asked to abide by any of the special federal statutes concerned with various aspects of life within the boundaries of a reservation. Nor have they been subject to whatever "sovereign power" any tribe might today or 50 years from today exercise over non-members residing within the boundaries of a reservation.

Many of the citizens of the United States have *elected* to live within the boundaries of a reservation. They have knowingly decided to subject their lives and property to the many special federal and tribal laws therein. This was a choice presumably made with the realization of the consequences thereof. Such is not the case in the situation presented herein.

The members of the Sisseton-Wahpeton Tribe elected to cede their reservation in 1889. Congress ratified the cession in the Act of March 3, 1891. Since that time, the tribe has prospered. The tribal organization and the Bureau of Indian Affairs have worked hand in hand, in many instances with the State, to achieve this result. A portion of the land has always been held in "trust" and as such remains Indian Country today, but it has never been within the boundaries of the Lake Traverse Reservation since that reservation was disestablished by the Act of March 3, 1891. Respondent would submit that no sovereign necessity exists today to disregard the import of the probative evidence of that disestablishment presented herein.

It is respectfully submitted that the ruling of the South Dakota Supreme Court be affirmed.

Respectfully submitted,

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---

80. Of the 34 persons employed of the Bureau of Indian Affairs at the Sisseton-Wahpeton Agency only six are members of the Sisseton Wahpeton Tribe. A recent analysis of the total expenditures of the Bureau of Indian Affairs on the Pine Ridge Reservation concluded that but for the Bureau of Indian Affairs, over $10,000 could have been mailed directly to the head of each family in the Oglala Sioux Tribe. Poverty was prevalent on the Pine Ridge Reservation last year.

Supreme Court, U. S.
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SEP 23 1974
MICHAEL RODAK, JR., CLERK

In the Supreme Court of the United States

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT OF HABEAS CORPUS,

Petitioner,

VS.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT, STATE OF SOUTH DAKOTA,

Respondent.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

BRIEF FOR THE STATE OF NORTH DAKOTA, ET AL. AS AMICI CURIAE

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In the Supreme Court of the United States

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INTEREST OF AMICI CURIAE

These states have all experienced the difficult nagging problems of the questionable status of certain geographical areas which were at one time Indian Reservations but later were deemed non-reservation areas and recently designated as Indian Reservations again. This creates a monumental problem with law enforcement and also with the status of lands within the area particularly for the non-Indian landowners.

QUESTION PRESENTED

Whether an Act of March 3, 1891, amending and ratifying an agreement for the outright cession and sale of all of the unallotted lands of the Lake Traverse Reservation to the United States government for a specific sum, disestablished said reservation and restored ceded lands to the public domain.

STATEMENT OF THE CASE

Petitioner, an enrolled member of the Sisseton-Wahpeton Sioux Tribe, is the mother of Robert Lee Feather and Herbert John Spider. On March 12, 1971, pursuant to the standard consent forms then in use by the Department of Public Welfare, State of South Dakota, the youngest child, Robert Lee Feather was given up for adoption by his mother. The older child, Herbert John Spider, was placed in a foster home by the district county court after neglect and dependency proceedings were instituted by the Department of Public Welfare, State of South Dakota, on December 17, 1971.

In August of 1972, Petitioner moved to dismiss the above orders on the ground that all incidents giving rise to the proceedings occurred in Indian Country, to wit: Within the boundaries of the Lake Traverse Reservation. The motion was denied. Petitioner then initiated a Writ of Habeas Corpus in the South Dakota Circuit Court, Fifth Judicial Circuit, on August 16, 1972, seeking to release the children from the care and custody ordered by the district county court. A hearing was held on August 31, 1972, and the Writ was denied. Essentially, the circuit

court concluded, in line with the prior history of judicial interpretation given the Act of March 3, 1891, that the Lake Traverse Reservation as established in 1867 no longer existed. Notice of appeal to the Supreme Court of South Dakota was served by Petitioner, assigning as error the conclusions of law of the circuit court.

On October 31, 1973, the Supreme Court of South Dakota, adhering to the same precedent, affirmed. Petitioner had argued that all land once within the boundaries of the Lake Traverse Reservation was still within the boundaries of the Lake Traverse Reservation and that the district county court did not, therefore, have jurisdiction over any portion thereof with respect to the issue in the instant case. In its opinion the court rejected the arguments of Petitioner and found that the 1867 Lake Traverse Reservation had been effectively disestablished and restored to the public domain by the Act of March 3, 1891. The opinion was addressed only to the issue, as raised by Petitioner, that related to the portion of the 1867 reservation subject to the 1891 Act. Acts or omissions resulting in child neglect that may have occurred on the allotted or trust portion of the original Lake Traverse Reservation not within the purview of the 1891 Act, were not considered by the court below.

ARGUMENT

I

The Cession Language of the Act Is Clear and Convincing

The Lake Traverse Reservation was disestablished by Congress in 1891 by the ratification of an 1889 agreement. Article I of the 1889 agreement which was ratified by Congress in 1891 through Chapter 543, 26 Stat. 989 provides as follows:

> The Sisseton and Wahpeton bands of Dakota or Sioux Indians hereby cede, sell, relinquish and convey to the United States all their claim, right, title and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in Article 4 of this agreement shall have been made.

The terms *cede, sell, relinquish,* and *convey,* up to and including the period of 1860 to 1891, had acquired strong, definite, clear meanings as established by their continued use in treaties between nations and countries. For example, the Circuit Court of Appeals in *Goetze* v. *U. S.*, 103 F. 72, 77 (1900) observed generally:

> When one nation cedes territory to another, it hands over the title and sovereignty, good as against all the world. But this does not necessarily determine in what way it shall be held by the new sovereign. As was said by Chief Justice Marshall in *Insurance Co.* v. *Canter,* 1 Pet. 541, 7 L.Ed. 254:

> The usage of the world is, if a nation be not entirely subdued, to consider the holding of acquired territory as a mere military occupation until its fate shall be determined at the treaty of peace. If it be ceded by the treaty the acquisition is confirmed, and the ceded territory becomes a part of the nation to which it is annexed, either on the terms stipulated in the treaty of cession, or on such as its new master shall impose.

The same strong and definite meaning is present in the history of the language in Indian treaties and agreements:

> Ordinarily, Indian title is extinguished by cession under treaty or act of Congress, and the land ceases to be Indian country when the cession becomes effective. U.S. Department 7 of the Interior, *Federal Indian Law* 16 (1958).

With specific reference to an 1892 cession agreement, the language of which is substantially identical to the cession language of the instant agreement, the Eighth Circuit Court of Appeals in *United States* v. *Myers,* 206 F. 387 (CA 8, 1913), stated:

> It would be impossible to select words operating more completely to extinguish every vestige of Indian title, and releasing the government more absolutely from every obligation, moral as well as legal. *United States* v. *Myers, supra* at 392.

These cession terms, specifically when used in conjunction with each other are all inclusive and embrace all of the subject matter connected therewith unless otherwise specifically so stated. The import or impact of these terms have become so strong that it would require a specific

exception to remove some pertinent right or privilege connected with the subject matter ceded and relinquished from being included. Congress was aware of this fact. In other instances special rights in ceded lands were specifically reserved for Indian tribes. *Federal Indian Law* at 158-159 sets forth clearly and concisely several examples of cessions of this nature:

> By way of softening the shock of land cession, the Indian tribes were often guaranteed special rights in ceded lands such as the exclusive right of taking fish in streams bordering on the reservation, or "the right of hunting on the ceded territory, with the other usual privileges of occupancy until required to remove by the President of the United States," or to hunt on the lands ceded to the United States or "perpetual right of fishing" at a falls "without hindrances or molestation, so long as they demean themselves peaceably, and offer no injury to the people of the United States," or to hunt and make sugar on ceded land. *Federal Indian Law* 158-159 (1958).

In the absence of these specific exceptions, the language of the Act is controlling. As the court in *Myers* noted:

> When the Kiowa, Comanche, and Apache tribes ceded this land to the United States, it ceased to be Indian country, unless by the treaty by which the Indians parted with their title, or by some act of authority, a different rule was made applicable to the case.
>
> Was there any reservation, express or implied, incidental to the cession and relinquishment by these Indians by which their title to the lands in question was extinguished, that this or any other land conveyed

> should be devoted to these purposes? We can find none. *Myers, supra* at 391.

The absence of specific exceptions in the cession agreement in the instant case is similarly significant.

The language of the Act in the vernacular of the Midwestern "Old Timer" can be summed up in the following statements: "The tongue goes with the wagon" or "the tail goes with the hide." If these terms do not carry the all inclusive concept meaning, we could have problems with the Louisiana Purchase, the Alaskan Purchase, treaties with foreign countries pertaining to Florida and other similar type transactions. We must assume that Congress, who has been familiar with the terms, actually meant to use these terms in their common usage and intended to disestablish the Lake Traverse Indian Reservation.

Between governments, jurisdiction and other similar rights and prerogatives have been so closely associated and related to the title of land that Congress found it necessary, to avoid confusion, to amend 40 U.S.C. 255, to provide that the United States does not acquire exclusive or partial jurisdiction upon the acquisition of title to land unless notice to the Governor of the State is given to that effect.

II

The Language and Legislative History of the Sisseton-Wahpeton Act Is Distinguishable from Prior Judicial Pronouncements on Other Acts

The case of *Seymour* v. *Superintendent*, 368 U.S. 351, 7 L.Ed.2d 346, 82 S.Ct. 424 and *Mattz* v. *Arnett*, 37 L.Ed.2d 92, 93 S.Ct. ....., 412 U.S. 481 (1973) can be readily distin-

guished from the instant subject matter. The *Seymour* and *Mattz* cases were not concerned with the specific cession language as used in the present matter. The Court in *Seymour* reaffirmed its conclusions reached in *U. S.* v. *Celestine* that "when Congress has once established a reservation or tracts included within it they remain a part of the reservation until separated therefrom by Congress." (54 L.Ed. 195). In the *Mattz* case the Court concluded that "a congressional determination to terminate must be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history." In support thereof the Court cited *Seymour, supra.*

The accumulative effect of the aforementioned cases clearly illustrates that legislative history and the interpretations and constructions of the Congressional acts by officials who are charged with the implementation and administration of the acts need be, or should be, examined to determine the ultimate intent of an act which may be ambiguous. As to the value of Legislative history and historical documents, see also 18 S.D. L. Rev. 122-128 (1973), which we believe is convincing.

Contemporaneous constructions placed on an ambiguous statute by the officers of or department charged with their enforcement and administration are to be considered and given weight specifically if such construction has been observed and acted on and acquiescent for a long time. (82 C.J.S. Statutes, Section 359, page 761).

The letter dated November 18, 1902, from W. A. Jones, Land Commissioner to Senator A. B. Kittridge making reference to *former* Sisseton Reservation and the letter dated February 10, 1906, by Congressman Burke to Commissioner of Indian Affairs inquiring as to the former Sisseton Indian Reservation in South Dakota, and other

correspondence making reference to the *former* reservation, copies of which are set forth in Respondent's Appendix I, pages 1 through 14, clearly compel the conclusion that the officials who were charged with the administration of the act deemed the Sisseton Reservation disestablished. No significant material has been surfaced which would indicate a different conclusion. The general land office and land commissioner in the Department of Interior were charged with the duties and responsibilities created by the 1891 Act. The legislative history and other related terms are treated extensively in Brief for Respondent and mere repetition would serve no meaningful purpose.

The contemporary interpretation and construction as a matter of legal logic should be favored over a construction or interpretation placed upon the same language fifty or sixty years later under different conditions and surrounding circumstances.

We submit that had the Supreme Court of United States ruled as it did in the *Seymour* case and *Mattz* case prior to the enactment of 1891 a different result most likely could be obtained. It is legally unrealistic and not within the scope of justice to view or interpret the language in the 1891 Act in line with the pronouncements of the U.S. Supreme Court 50 or 60 years later, or to require the earlier acts to meet the refined standards only recently developed. Those acts must be viewed in light of the standards, customs, and usages existing at the time. The setting prevailing or existing should be a strong consideration or factor in determining the legislative intent.

III

The Grant of School Section Land in Accordance with a Specific Provision of the Enabling Act Reinforces Disestablishment of the Reservation

The 1891 Act in itself, by another one of its provisions militates in favor of disestablishment rather than retention of the Indian reservation. Section 30 of the 1891 Act provides that Sections 16 and 36 of each township are to be set aside for common school purposes. This provision when considered in conjunction with the Enabling Act makes it clear that the reservation was intended to be disestablished. The Enabling Act, 25 Stat. 676, in Section 10 thereof and as is pertinent herein provides that: "Sections 16 and 36 in every township * * * are hereby granted to said states for the support of common schools * * *." The Enabling Act continues by stating:

> nor shall any lands embraced in Indian, military or other reservations of any character, be subject to the grants or to the indemnity provisions of this Act until the reservation shall have been extinguished and such lands be restored to and become part of the public domain.

This is significant in two instances namely: (1) the granting and setting aside of Sections 16 and 36 in each township and (2) the conditions and circumstances when such sections may be set aside. These items clearly evince a legislative intent that the Indian reservation was disestablished or extinguished by the 1891 Act. It must be assumed that Congress in 1891 was aware of what it had enacted only two years earlier in the Enabling Act of 1889. We cannot conjecture that Congress overlooked or disregarded the Enabling Act. The term "public domain"

as used in the Enabling Act obviously has the same meaning as it had or has in the Sisseton-Wahpeton Legislative history. We cannot speculate or conjecture that the Congress intended to give a different meaning to such term in related instances within a short period of time. In the absence of any showing to the contrary, it compels the conclusion that the meaning of the phrase "restored to and become part of the public domain" is the same in each instance. This conclusion is supported when it is recognized that the terms were used in relative similar subject matter and in a comparable context and within a relative short span of time.

The conclusion that Lake Traverse Indian Reservation was disestablished is consistent with the last phrase of Section 30 of the 1891 Act which makes all of the ceded land subject to state laws. The setting aside of lands in Sections 16 and 36 on Indian reservations conditioned upon the reservation being extinguished, as provided for in the Enabling Act lends strong support that the last phrase "be subject to the laws of the state wherein located", applies to all of the land ceded, sold, and relinquished therein and not only to the lands in Sections 16 and 36. This conclusion is consistent and is in harmony with the seven members of the English department of the University of South Dakota as set out on page 31 of Respondent's Appendix I.

IV

Subsequent Congressional Action on Related Matters Is Not Inconsistent but Rather in Harmony with the Disestablishment of the Reservation in Question

The enactment of 18 U.S.C. 1151 (c) is further evidence which supports the conclusion that Lake Traverse Reserva-

tion and other similar reservations under similar acts were disestablished. If the lands "opened and put in public domain" were still part of the Indian reservation, there would have been no need for the enactment of sub section (c).

> Clause (c) came into the statute as the result of the holding in United States v. Pelican, 232 U.S. 442, 34 S.Ct. 396, 58 L.Ed. 676 (1942), namely, that lands allotted to Indians remained within the definition of Indian country even though the rest of the reservation was opened to settlement. See Reviser's Note following 18 U.S.C.A. Section 1151 (1966), and 80th Congress House Report No. 304. Clause (c) is an addition to and not a limitation upon the definition of Indian country embraced in the preceding portions of Section 1151. We regard clause (c) as applying to allotted Indian lands in territory now open and not as something which restricts the plain meaning of clause (a)'s phrase "notwithstanding the issuance of any patent". Although this result tends to produce some checkerboarding in non-reservation land, it is temporary and lasts only until the Indian title is extinguished. The congressional purpose and intent seem to be clear. See *State ex rel. Hollow Horn Bear* v. *Jameson, supra*, pp. 184-185 of 95 N.W.2d. *Beardslee* v. *United States*, 387 F.2d 280 (1967).

It is recognized in the enactment of subsection (c) there is a possibility of creating checkerboard jurisdiction which was of some concern to this Court in the *Seymour* case, *supra*. However, the mere avoidance of checkerboard jurisdiction by retaining the reservation can possibly create severe problems in other legal aspects which will be mentioned later. We submit that this is a decision to be made

by Congress which is concerned with the wisdom and desirability of its acts and in the absence of a constitutional issue, the judiciary should not be concerned with the desirability or wisdom of an act.

If under the 1891 Act the reservation had not been extinguished, many serious problems can arise which pertain to the question whether or not section lines are in fact set aside for public roads or if express permission must be obtained from the allottee or the Indian tribe to build or maintain roads on the reservation. In addition to this, will the Indian tribe be in a position to zone areas so as to deprive the non-Indian owner the use of the land. We are here not addressing ourselves to the routine zoning regulations but to regulations which may be designed to severely limit the use of the land. The same thing may be said with reference to the regulation of various business activities within the reservation. Could the Indian tribe require permits of every person before they may engage in any business including that of agricultural activities? Could the Indian tribe prohibit certain lawful activities? The further question would be whether or not hunting on the "patented land" sold to a non-Indian would be permitted by Indians without consent or permission of the landowner. There are many other similar related questions, such as water reservoirs and water rights for lawful usage if the water is located on an area within the Indian reservation.

We consider these items to be legislative in nature and are to be resolved or were in fact resolved by the 1891 Act. They become problems if the act is not recognized as having disestablished the reservation. The fear of "Checkerboard Jurisdiction" should not be the deciding factor.

To the best of our knowledge patents issued to persons who purchased land under the 1891 Act by complying with the Dawes Act did not contain any exception or exclusion or other provisos. The purchaser of the land has a right to assume that these lands would be subject to state jurisdiction and not under the domain and control of the Indian tribe.

We agree substantially with the position of Respondent and are in accordance with the arguments set out in Brief for Respondent. It would serve no useful purpose to repeat at length the arguments set forth therein.

The language employed in the cession of the reservation by the Sisseton-Wahpeton tribe for a valuable consideration to the United States and the ratification of said agreement by Congress in the Act of May 3, 1891, leads to the inescapable conclusion that the reservation by such action was disestablished.

Any remaining legislative intent, if any, must be resolved in favor of the above conclusion after examination and consideration of the legislative history and historical documents which have been set out and briefed by Respondent.

It is improper to create an ambiguity for purposes of resolving same in favor of the Petitioner. If the Petitioner is entitled to further considerations or reparations, which may well be the case, it should not be done by rewriting history. The palpable and obvious meaning of the words in the 1891 Act cannot be disregarded. (See Justice Harlan's Comments in *United States* v. *Choctaw Nation*, 179 U.S. 494 (1900).) See also *United States* v. *Minnesota*, 270 U.S. 181 (1926).

CONCLUSION

For the foregoing reasons, the decision of the Supreme Court of South Dakota in the instant case, *DeCoteau* v. *District Court*, No. 73-1148, should be affirmed and consequently, the decision of the Eighth Circuit, *Erickson* v. *Feather*, No. 73-1500, should be reversed.

Respectfully submitted,

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Nos. 73-1148 and 73-1500

In the Supreme Court of the United States

OCTOBER TERM, 1974

IN THE MATTER OF THE APPLICATION OF
CHERYL SPIDER DECOTEAU, PETITIONER

v.

THE DISTRICT COUNTY COURT FOR THE
TENTH JUDICIAL DISTRICT

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF SOUTH DAKOTA

DON R. ERICKSON, WARDEN, SOUTH DAKOTA
STATE PENITENTIARY, PETITIONER

v.

JOHN LEE FEATHER, ET AL.

ON WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE EIGHTH CIRCUIT

BRIEF FOR THE UNITED STATES AS AMICUS CURIAE

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BRIEF FOR THE UNITED STATES AS AMICUS CURIAE

QUESTION PRESENTED

Whether the Act of March 3, 1891, opening land within the Lake Traverse Indian Reservation to non-

Indian settlement, granted the State of South Dakota criminal and domestic relations jurisdiction over members of the Sisseton-Wahpeton Sioux Tribe with respect to acts done on such land patented to non-Indians.[1]

TREATY AND STATUTE INVOLVED

The Treaty of February 19, 1867, 15 Stat. 505, is set forth in the Brief for Petitioner in *DeCoteau* at App. 1–6.

The pertinent provisions of the Act of March 3, 1891, 26 Stat. 989, are set forth in the Brief for Petitioner in *DeCoteau* at App. 7–15.

STATEMENT

This brief supplements the memorandum submitted in response to the Court's order of April 29, 1974, inviting the Solicitor General to express the views of the United States in *DeCoteau* v. *The District County Court,* and expresses the views of the United States in the closely related case of *Erickson* v. *Feather*; certiorari was granted in both cases on June 3, 1974.

[1] It is common ground that, since South Dakota is not a "Public Law 280 State" by original designation or subsequent election (see Act of August 15, 1953, 67 Stat. 588; 18 U.S.C. 1162; 28 U.S.C. 1360), the State lacks civil and criminal jurisdiction over Indians within the boundaries of a subsisting reservation, regardless of whether the acts occurred on Indian trust lands or lands patented to non-Indians. See 18 U.S.C. 1151. Accordingly, the question presented might be more simply stated as: Whether the boundaries of the Lake Traverse Indian Reservation remain as originally established by the Treaty of 1867.

1. *DECOTEAU* V. *DISTRICT COUNTY COURT* (NO. 73-1148)

In December 1971, the State of South Dakota brought dependency and neglect proceedings in the District Court for the Tenth Judicial District of South Dakota against petitioner DeCoteau, an enrolled member of the Sisseton-Wahpeton Sioux Tribe, seeking to terminate her parental authority over her minor children, Robert Lee Feather and Herbert John Spider, also enrolled members of the Tribe. The parties stipulated that all of the facts giving rise to the court's order occurred within the boundaries of the Lake Traverse Reservation, as established under the Treaty of February 19, 1867, *supra,* approximately half on allotted Indian land, and the other half on land patented to non-Indians (Decoteau, Pet. App. A, 2a; Pet. App. B, 9a). Both children were placed in foster homes by the county court.

On August 4, 1972, Mrs. DeCoteau moved in the county court for dismissal of the proceedings and return of her children to her on the ground that all the incidents giving rise to the proceedings involved Indians and occurred on the Reservation and that the court therefore lacked jurisdiction. The county court denied the motion.

Mrs. DeCoteau then petitioned in the South Dakota Circuit Court for the Fifth Judicial Circuit for a writ of habeas corpus. That court denied the writ (DeCoteau, Pet. App. B). While it found that Mrs. DeCoteau and the two children are enrolled members

of the Sisseton-Wahpeton Sioux Tribe (DeCoteau, Pet. App. B, 8a), it ruled that the county court had jurisdiction to entertain the dependency and neglect proceedings because some of the alleged incidents occurred on non-Indian owned land within the original boundaries of the Reservation, and, in the court's view, "the non-Indian patented land * * * is not within Indian Country" (DeCoteau, Pet. App. B, 10a).

The Supreme Court of the State of South Dakota affirmed (DeCoteau, Pet. App. A). It held that the effect of the agreement between the United States and the Tribe dated December 12, 1889, and the Act of March 3, 1891, 26 Stat. 989, 1036, ratifying that agreement, was to separate from the Reservation all lands not allotted to Indians, and, because some of the incidents occurred on such land, the State courts had jurisdiction over the family relationships at issue.

2. ERICKSON V. FEATHER, ET AL. (NO. 73-1500)

The ten respondents in this case are all enrolled members of the Sisseton-Wahpeton Indian Tribe. They were all tried and convicted in the courts of South Dakota for alleged crimes committed within the Treaty boundaries of the Lake Traverse Reservation, but not upon trust land. At the time this suit was instituted they were incarcerated in the South Dakota State Penitentiary (Erickson, Pet. App. A, 3a). They petitioned in the United States district court in South Dakota for writs of habeas corpus on the ground that

the State of South Dakota did not have jurisdiction to try, convict, and sentence them because their alleged criminal acts took place within the boundaries of the Lake Traverse Reservation (Erickson, Pet. 2). The district court, on stipulation that "the alleged crime was committed within the confines of the Sisseton-Wahpeton Indian Reservation but not upon trust land * * *," denied the writs (Erickson, Pet. App. B, 10a–19a).

The Court of Appeals for the Eighth Circuit reversed (Erickson, Pet. App. A, 1a–9a). After reviewing the decisions of this Court, and its prior decisions on the effect of opening reservations to non-Indian settlement, the court stated (*id.* at 6a):

> The case before us is not unlike *Seymour* [v. *Superintendent*, 368 U.S. 351], *Mattz* [v. *Arnett*, 412 U.S. 481] and *Condon* [*United States ex rel. Condon* v. *Erickson*, 478 F. 2d 684 (C.A. 8)]. The overall climate of legislative activity concerning Indian reservations during the period from 1887 through 1910 received its primary impetus from the General Allotment Act. See *Cohen, supra* at 78–80. (§§ 11–13). The 1891 Act, by its express terms, refers to the General Allotment Act of 1887. Just as in the beforementioned three cases, the reservation here was not sold to the government outright but merely opened for settlement under the homestead laws and the 1887 general allotment plan. Allotment and homesteading do not suggest congressional purpose to terminate the reservation. *Seymour, supra.*

The Court found no evidence in the 1891 Act's legislative history of a congressional intent to do other

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than open the Reservation for non-Indian settlement (Erickson, Pet. App. A, 8a), and noted that the State Supreme Court had recently denied state jurisdiction in a similar situation in *State* v. *Molash*, 199 N.W. 2d 591. The court of appeals concluded that the boundaries of the Lake Traverse Reservation remain as established by treaty and the State of South Dakota had no jurisdiction to try the respondents (Erickson, Pet. App. A, 8a–9a).

3. THE RESERVATION AND THE TRIBE

The Sisseton and Wahpeton Sioux were a portion of the Sioux Nation who, in the Sioux outbreaks of 1862, did not rebel against the United States. Some "freely perilled their lives during that outbreak to rescue the residents of the Sioux reservation, and to obtain possession of white women and children made captives by the hostile bands." Others fled, "fearing the indiscriminate vengeance of the whites" (Treaty of February 19, 1867; DeCoteau, Pet. Br. App. 1).

In 1867 the United States made a treaty with the Sisseton-Wahpeton Tribes in which the Tribes "cede[d] to the United States the right to construct wagon-roads, railroads * * * and other such public improvements * * * across the lands claimed by said bands (including their reservation as hereinafter designated) * * *" (*id.* at 2; Art. 2). In consideration for the cessions made and services rendered by the Tribes, the United States established for these Tribes "as a permanent reservation" a triangular tract of land that became known as the Lake Traverse Reservation (*id.*

at 3; Art. 3).[2] The Treaty further provided (*id.* at 6; Art. 10):

> The chiefs and head-men located upon either of the reservations[3] set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department: *Provided*, That all rules, regulations, or laws adopted or amended by the chiefs and head-men on either reservation shall receive the sanction of the agent.

On December 12, 1889 the Sisseton-Wahpeton Sioux entered into an agreement with the United States providing that, in accordance with the Act of February 8,

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[2] In connection with our brief *amicus curiae* in *Antoine* v. *The State of Washington*, No. 73-717, this Term, we lodged with the Clerk copies of the U.S. Department of the Interior, Bureau of Indian Affairs Map, "Indian Lands and Related Facilities as of 1971." That map shows the Lake Traverse Reservation at issue here. We are supplying copies of the map to counsel herein. We have also appended to this brief a diagram showing the location of trust and tribal lands within the Reservation. This diagram is taken from a more detailed but bulky map prepared by the Bureau of Indian Affairs which we are lodging with the Clerk.

[3] Article 4 of the Treaty also established the Devil's Lake Reservation in North Dakota.

1887 (the General Allotment Act, 24 Stat. 388), the Tribes do (DeCoteau, Pet. Br. App. 8):

> * * * hereby cede, sell, relinquish, and convey to the United States all their claim, right, title, and interest in and to all the unallotted lands within the limits of the reservation set apart to said bands of Indians as aforesaid remaining after the allotments and additional allotments provided for in article four of this agreement shall have been made.

The agreement also provides that, in addition to certain settlements of past claims and indemnities, the Indians shall receive $2.50 for each acre of land conveyed, to be deposited in the Treasury and used "for the education and civilization of the said bands of Indians * * * as provided in section five [of the General Allotment Act of 1887] * * *" (*id.* at 9).[4]

The ratifying Act of March 3, 1891, after reciting the Agreement in full, provides, among other things, that the land ceded by the Indians shall be—

> subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located * * *. [*id.* at 15.]

[4] The Agreement provided that the money was to earn interest at 3% and be available for appropriation by Congress. The 1891 Act raised the interest rate to 5% and authorized the President, without further congressional action, to use any part of the funds for the "education and civilization" of the Tribe (*id.* at 14).

In accordance with the Act of 1891 a large amount of land within the Reservation was patented to non-Indians. A large amount also remains Indian trust land. The State Circuit Court in *DeCoteau* found as a fact (DeCoteau, Pet. App. B, 9a, finding IX):

> That lots or tracts of non-Indian patented or deeded land and lots or tracts of unpatented Indian trust land are interspersed in a crazy-quilt pattern over the entire area within the boundaries of the Lake Traverse Indian Reservation as established by the treaty of February 19, 1867.

The Sisseton-Wahpeton Sioux Tribe has remained a major Indian Tribe. Its present enrolled membership is 6,010, of whom 3,200 live on or near the Lake Traverse Reservation. The Tribe has a Constitution and by-laws approved by the Secretary of the Interior. In addition to having an active tribal government, it operates, with federal assistance, its own police force (presently 14 persons) and maintains a tribal court with two judges and various other personnel.[5]

It is the position of the United States, in accord with the decision of the Eighth Circuit in *Erickson*, that the Act of March 3, 1891, did not disestablish the Lake Traverse Indian Reservation and that the State of South Dakota is without jurisdiction over the domestic affairs or alleged criminal acts of Indians arising within the boundaries of the Reservation as established by the Treaty of February 19, 1867.

[5] Information supplied by the Sisseton-Wahpeton Agency of the Bureau of Indian Affairs.

SUMMARY OF ARGUMENT

The essential question presented by these cases is whether the Act of March 3, 1891, by which unallotted land within the Lake Traverse Reservation was opened for settlement by non-Indians, removed that land from the Reservation. In approaching the question it is important to bear in mind that an Indian reservation does not connote total Indian or federal ownership of the land within it. It refers to a geographical area within which the legislative authority of the Tribe functions and the area within which federal rather than state criminal jurisdiction applies in matters affecting Indians.

The 1891 Act did not specifically change the boundaries of the Reservation or return land to the public domain, and its repeated references to the General Allotment Act show that Congress intended no more than to "open" the Reservation for non-Indian settlement. This Court's decisions in *Seymour* v. *Superintendent*, 368 U.S. 351, and *Mattz* v. *Arnett*, 412 U.S. 481, show that this limited purpose is consistent only with preservation of the Reservation as a jurisdictional unit. The special provisions of the Act as to the 16th and 36th sections also show that Congress did not regard the opening of the Reservation as altering its boundaries.

Subsequent administrative and legislative actions confirm that the 1891 Act did not disestablish the boundaries of the Reservation. The President, in proclaiming the availability of lands for settlement after passage of the Act, described them as "lands embraced

in said reservation" and "lands within the Lake Traverse Reservation opened to settlement" (*infra*, p. 22). And the Department of the Interior has held the boundaries of the Reservation to be unaffected by the 1891 Act. Recently Congress has authorized the Secretary of the Interior to purchase lands "within the boundaries of the Lake Traverse Reservation" for the use of the Tribe and has restored to the Tribe certain federal lands within the Reservation. These acts strongly affirm the continued existence of the Reservation as a unit of federal and Indian jurisdiction.

Moreover, given the scattering of trust lands throughout the Reservation, the State's position would be destructive of law and order on the Reservation. Since the State here (being a non-Public Law 280 State) can assert no jurisdiction over Indians on trust lands, federal and tribal jurisdiction over Indians everywhere within the Reservation's treaty boundaries is required for effective law enforcement.

Similarly, the Tribes' civil jurisdiction over the Reservation Indians, a basic part of tribal self-government, should not depend on the title to the lot within the Reservation where a particular act takes place. There is no reason to believe that Congress intended so to impede the Tribe's right to govern its own people. Accordingly, the judgment of the Eighth Circuit in *Erickson* should be affirmed, and the judgment of the Supreme Court of South Dakota in *DeCoteau* should be reversed.

ARGUMENT

I

THE ACT OF MARCH 3, 1891, DID NOT ALTER THE BOUNDARIES OF THE RESERVATION AS ESTABLISHED IN THE TREATY OF FEBRUARY 19, 1867

Article 3 of the Treaty of February 19, 1867 (DeCoteau, Pet. Br. App. 3), granted the Sisseton and Wahpeton Sioux Indians a permanent Reservation with definite boundaries. Article 10 of that treaty (*id.* at 6) granted the Tribes within the Reservation the right to make their own laws and be governed by them, subject to the supervision of the United States. The basic question in this case is whether the Act of March 3, 1891, which clearly permitted non-Indian settlement within the Reservation, also altered the boundaries of the Reservation. In considering that issue we must remember that an Indian reservation does not connote total Indian or federal ownership of the land within it. It refers to a geographical area within which the legislative authority of a tribe functions. *Worcester* v. *Georgia,* 6 Pet. 515; *McClanahan* v. *Arizona State Tax Commission,* 411 U.S. 164. It also describes the area within which federal criminal jurisdiction in matters affecting Indians applies, 18 U.S.C. 1151, and the area within which services of the Bureau of Indian Affairs are primarily directed, *Morton* v. *Ruiz,* 415 U.S. 199. Accordingly, the fact that portions of the land within the Reservation are owned by non-Indians is immaterial. The controlling question is whether Congress

deliberately terminated or changed the boundaries of the Reservation by the Act of 1891.

1. THE GENERAL SCHEME OF THE 1891 ACT SUGGESTS NO CHANGE IN THE RESERVATION'S BOUNDARIES

The 1891 Act begins by ratifying and quoting in full the 1889 Agreement made between the Tribe and the United States. The Agreement, in its preamble, twice states that it is made under the authority of the Act of February 8, 1887, the General Allotment Act, and quotes from that Act the language which authorizes the President, after allotments have been made, to negotiate with Indian tribes for the sale of their unallotted lands (*DeCoteau,* Pet. App. C, 13a). The Agreement then specifically provides for the sale of the unallotted land of this Tribe *"within the limits of the reservation"* (*id.* at 14a; emphasis added), and directs that the payment shall be deposited in the Treasury, to be appropriated by Congress for the "education and civilization" of the Indians (*ibid.*). The Act of 1891 added to the agreement a further reference to the General Allotment Act (*id.* at 19a, sec. 29) and the proviso that the lands ceded shall:

> be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located. [*Id.* at 20a.] *

* The background of the negotiation of the 1889 Agreement and the enactment of the 1891 Act are exhaustively set out in the brief of respondent. In our view, essentially two points are

Several things are immediately apparent. The negotiation with the Indians, the allotments to them, and the cession made by them are expressly made under the authority of the General Allotment Act. The boundaries of the Reservation are not expressly altered and no separately described portion of the Reservation is vacated, returned to the public domain, or set aside for settlement. The government is not free to use the opened land for any purpose, but only for homesteading, townsites and school land. The tribal relationship is expressly continued and monies from the sale of the land are not distributed but are kept in trust to be appropriated by Congress or applied by order of the President for the "education and civilization" of the "bands of Indians or members thereof" (*id.* at 19a). Thus, on the face of the statute, it does not appear that Congress intended to change the boundaries of the Lake Traverse Reservation.

established: first, the non-Indian inhabitants of South Dakota intensely desired the opening of the Lake Traverse Reservation for settlement by non-Indians (see DeCoteau, Resp. Br., 16); second, the Tribe, which had endured four years of drought, was badly in need of money. See S. Ex. Doc. No. 66, 51st Cong., 1st Sess., p. 19. Neither of these facts, however, in any way implies that the boundaries of the Reservation had to be or were reduced. Indeed, the only money immediately paid to the Tribe was not part of the consideration for the lands "ceded" but about $500,000 conceded to be due for scout services and a cancelled annuity. For the future, the Indians expected to have expended on their behalf the interest on the amount nominally deposited in the Treasury in "payment" for the land, approximately $80,000 annually (when the interest rate was raised to 5%).

2. THE REFERENCES TO THE GENERAL ALLOTMENT ACT SHOW THE RESERVATION WAS MAINTAINED

Both the 1889 Agreement and 1891 Act were adopted pursuant to the General Allotment Act of 1887. The philosophy of the latter Act was succinctly stated in *Mattz* v. *Arnett*, 412 U.S. 481, 496:

> [The General Allotment Act] permitted the President to make allotments of reservation lands to resident Indians and, with tribal consent, to sell surplus lands. Its policy was to continue the reservation system and the trust status of Indian lands, but to allot tracts to individual Indians for agriculture and grazing.

It was not the purpose of the General Allotment Act to divide reservations into a scattering of land under federal jurisdiction and a scattering under state jurisdiction. *Seymour* v. *Superintendent*, 368 U.S. 351, 357–358. Rather, as this Court stated in *Mattz, supra*, 412 U.S. at 497, quoting from *Seymour, supra:*

> "The Act did no more [in this respect] than open the way for non-Indian settlers to own land on the reservation in a manner which the Federal Government, acting as guardian and trustee for the Indians, regarded as beneficial to the development of its wards."

Nor was it the intent of the General Allotment Act to disturb tribal relations prior to the time that the trust status of allotments should be abolished. In *United States* v. *Nice*, 241 U.S. 591, 596–597, the Court stated:

> [The General Allotment Act] disclosed that the tribal relation, while ultimately to be broken

> up, was not to be dissolved by the making or taking of allotments, and subsequent legislation shows repeated instances in which the tribal relation of Indians having allotments under the act was recognized during the trust period as still continuing.

In sum, while the General Allotment Act of 1887 provided for some settlement of non-Indians within reservations, the congressional intent was to continue the reservation system and to maintain established relations with the Tribes and federal trust responsibility over the reservations until these protections were no longer necessary. The 1889 Agreement and 1891 Act were adopted in conformity with this policy and should not be held to have tacitly abolished or diminished the Reservation here in question.

3. THE ABSENCE OF LANGUAGE IN THE 1891 ACT EXPRESSLY ALTERING THE BOUNDARIES OF THE RESERVATION OR RETURNING LAND TO THE PUBLIC DOMAIN SHOWS THAT THE RESERVATION BOUNDARIES WERE NOT ALTERED

In *Mattz* v. *Arnett, supra,* this Court stated (412 U.S. at 504–505; footnote omitted):

> Congress [in 1892] was fully aware of the means by which termination could be effected. * * * The Court stated in *United States* v. *Celestine,* 215 U.S., at 285, that "when Congress has once established a reservation all tracts included within it remain a part of the reservation until separated therefrom by Congress." A congressional determination to terminate must be expressed on the face of the Act or be clear from the surrounding circumstances and legislative history. See *Seymour* v. *Superintendent,*

> 368 U.S. 351 (1962); *United States* v. *Nice,* 241 U.S. 591 (1916).

In a footnote, the Court gave the following examples of termination language [*Mattz, supra,* 412 U.S. at 504, n. 22]:

1. 15 Stat. 221 (1868) ("the Smith River reservation is hereby discontinued").
2. 27 Stat. 63 (1892) (* * * the North Half of the Colville Indian Reservation] "the same being a portion of the Colville Indian Reservation * * * be, and is hereby vacated and restored to the public domain").
3. 33 Stat. 218 (1904) ("the reservation lines of the said Ponca and Otoe and Missouria Indian reservations be, and the same hereby abolished").

There is no such language in the 1891 Act at issue here. The Reservation is not discontinued. A discrete portion of it is not "vacated and restored to the public domain." The reservation lines are not abolished.

Moreover, to read into the language opening unallotted lands for settlement an intent to remove them from the Reservation would inevitably create a reservation with crazy quilt boundaries, a result that both Congress (see 18 U.S.C. 1151) and this Court have reasonably sought to avoid.

4. THE USE OF THE WORD "CEDE" AND THE PAYMENT ARRANGEMENT OF THE ACT DID NOT CHANGE THE RESERVATION BOUNDARIES

a. The State argues that the provisions "ceding" the unallotted portion of the Reservation to the United States tacitly removes that land from the Reservation.

There are several reasons why this is not so. First the "cession" is not an outright return of the land to the public domain but a transfer expressly for the limited purpose of opening the land for homesteading in accordance with the General Allotment Act. Thus, though the Indians in the "cession" expressed their willingness that the government dispose of unallotted land, the government remained under a trust responsibility to dispose of it in a certain way, assumed to be in the Indians' interest as well as that of the government.

That a "cession" of unallotted land within a reservation does not of itself disestablish the reservation is supported by this Court's decision in *Ash Sheep Co.* v. *United States,* 252 U.S. 159. The question was whether the defendant had grazed its sheep on public land, which was entirely legal, or on "land belonging to any Indian or Indian tribe" in violation of R.S. 2117. The lands involved were (252 U.S. at 164):

> within the part of the Reservation as to which the Indians, in terms "ceded, granted, and relinquished" to the United States all of their "right, title and interest."

Nevertheless, the Court held that the lands remained in Indian ownership until actually sold to homesteaders because the lands were ceded to the United States only for subsequent sale (except for the 16th and 36th sections) and on conditions set forth in the Act. While, in our case, jurisdiction rather than ownership is at issue, *Ash Sheep Co.* at least indicates that the use of the word "cede" does not always imply

a termination of the Indian-federal relationship as to the land "ceded".

b. The State, however, argues (see DeCoteau, Resp. Br. 59–65) that because the Tribe was paid a "sum-certain" for the unallotted land, with the government recouping its money as the lands were sold, rather than being paid as the lands were sold to homesteaders, the conveyance to the government should be held to have removed the lands from the Reservation. We see no reason so to conclude.

The payment, realistically, was no more immediately available to the Tribe than if it had been paid only as each tract was sold. The monies stipulated as payment for the lands ceded were to be deposited in the United States Treasury, and the expectation was that only the interest on this trust fund would be expended, and then only as found necessary for the benefit of the Tribe by the President or Congress. As Congressman Call explained:

> • • • The amount is reimbursed, so that it is but a nominal appropriation. The entire amount comes back into the Treasury. It is nothing but a loan of the public credit of the United States to the accomplishment of these purposes [of the General Allotment Act] and in no respect touches the taxation upon the people of this country.
>
> Mr. President, there has been a great deal of objection found to this bill which has no just foundation. All the legislation to the bill is but the application of the existing law on the subject. [22 Cong. Rec. 3881, reprinted in DeCoteau, Resp. Br. 65].

Consequently, payment in this manner is not a reliable indication of an intent by Congress to change the boundaries of a reservation. Where the references to allotment and opening under the General Allotment Act are as specific as they are here and where, as here, there is no language even arguably disestablishing a discrete part of the Reservation, the payment scheme does not indicate disestablishment any more than would a scheme of payment as individual lots are sold to homesteaders. In either situation, the conveyance of the unallotted lands is handled by the government for the benefit of the Tribe in accordance with the General Allotment Act without thereby terminating the Reservation. Compare *Seymour* v. *Superintendent, supra,* 368 U.S. at 354–359.

5. THE PROVISION OF THE 1891 ACT REFERRING TO THE "LAWS OF THE STATE WHEREIN LOCATED" DID NOT DISESTABLISH ALL OR PART OF THE RESERVATION

The Act of 1891 provides that the land ceded shall "be subject only to entry and settlement under the homestead and townsite laws of the United States, excepting the sixteenth and thirty-sixth sections of said lands, which shall be reserved for common school purposes, and be subject to the laws of the State wherein located * * *" (Decoteau, Pet. Br. App. 15). The Supreme Court of South Dakota, in *DeCoteau*, interpreted the final phase of this passage as expressly subjecting activities on all lands sold to state civil and criminal jurisdiction (DeCoteau, Pet. App. A, 5a–7a). The Eighth Circuit in *Erickson* found the language ambiguous—both as to its general meaning and as to whether it applied only to the school sections (which the court considered more plausible)

or to all land sold. It concluded that "[W]e do not read this clause as a clear indication of congressional intention to terminate the Lake Traverse Reservation" (Erickson, Pet. App. A, 6a–7a). In our view, the "laws of the state" language is simply not addressed to the question of whose law shall govern acts committed on the land in question; the purpose is, rather, to make clear that, while the unallotted land shall be open only to settlement under the federal homestead and townsite laws, an exception is made for the 16th and 36th sections which are to be used only for common school purposes and may be used or sold as permitted by state law for that purpose.

The language was necessary because the South Dakota Enabling Act did not reserve the 16th and 36th sections in Indian reservations for school purposes, and special language was needed to accomplish that purpose. See the Statement of Senator Gamble at 35 Cong. Rec. 3187 and the Statement of Congressman Burke at 38 Cong. Rec. 1423, both reproduced at DeCoteau, Resp. Br. 136–138. Indeed, if the "ceded" land had been regarded by Congress as no longer forming part of the Reservation, no such special language would have been needed to establish the 16th and 36th sections as school land.[7]

In sum, while the Act of March 3, 1891 paved the way for homesteading by non-Indians within the Lake Traverse Reservation, it did not change the bound-

[7] See Section 1 of the Act of March 2, 1895, 28 Stat. 899–900, 43 U.S.C. 856, which, 4 years later, provided general authorization for state selection of school lands "within the boundaries of any Indian reservation in such state" from "surplus lands * * * purchased by the United States."

aries of the Reservation or abolish it. Thus questions of criminal and civil jurisdiction within this Reservation are determined as within any other Reservation.

II

SUBSEQUENT ADMINISTRATIVE AND LEGISLATIVE ACTIONS CONFIRM THAT THE 1891 ACT DID NOT DISESTABLISH THE 1867 TREATY BOUNDARIES

a. The most important administrative interpretation of the 1891 Act is the contemporaneous proclamation of President Harrison opening the Reservation for settlement (Procl. of April 11, 1892, 27 Stat. 1017, DeCoteau, Pet. Br. App. 16–20). In that Proclamation, made after enactment of the 1891 Act and after payment to the Tribes for the land "ceded", the President consistently referred to the Reservation in the present tense and the lands opened for settlement as "lands embraced in said reservation" (DeCoteau, Pet. Br. App. 18). The Proclamation further referred the reader to "the accompanying schedule, entitled 'Schedule of lands *within the Lake Traver e Reservation opened to settlement* by proclamation of the President * * *" (*id.* at 19; emphasis added). This proclamation is important not only because it is a contemporaneous construction of the effect of the 1891 Act, but also because it was the basis on which non-Indian settlers purchased land, giving them fair warning that they were purchasing land within an Indian reservation.

Subsequent executive orders extending the trust period on allotments on April 16, 1914, and April 19, 1924, (Nos. 1916 and 3994, respectively) each refer

to the "Sisseton and Wahpeton Bands of Sioux Indians of the Lake Traverse Reservation, North and South Dakota." And in decisions and literature of the Department of the Interior after 1891 there are numerous references to land "in" or "within" the Lake Traverse Reservation. *Circular, Sisseton and Wahpeton Lands,* 14 L.D. 302; *Madella O. Wilson,* 17 L.D. 153; *Edward Parant,* 20 L.D. 53. Nothing could be clearer than the report of the Sisseton-Wahpeton Indian Agent in 1900 describing the Reservation:

> The reservation is in the northeastern part of South Dakota, occupying parts of Roberts, Day, Grant, Marshall and Codington counties and extending into Richland and Sargent counties of North Dakota. It is about 120 miles long and at the State line 42 miles wide, coming to a point near Watertown, S. Dak. * * *
>
> * * * * *
>
> There are 1,970 [allotted] pieces of land situated from one end of the reservation to the other * * *.
>
> [Annual Report, Commissioner of Indian Affairs, United States Indian Affairs Office, 385 (1900)].

See also the reference to the Annual Reports of the Commissioner of Indian Affairs in DeCoteau, Pet. Br. 42, n. 30.

Of equal importance, the exercise of trust responsibility by the United States for this Tribe, and the Tribal relationship of its members, remained intact. A decision of the Eighth Circuit in 1901, ten years after allotment and disposal of surplus land, makes this

continuing relationship clear. *Farrell* v. *United States,* 110 Fed. 942. The case concerned the application of the laws against sale of liquor to Indians to a sale to one La Framboise, a person of mixed Sioux and Caucasian ancestry. While the boundaries of the Reservation were not at issue, La Framboise's membership in the Sisseton-Wahpeton Tribe was. The court noted that:

> La Framboise had received his allotment and patent, and the lands within the reservation of the Sisseton and Wahpeton bands of Sioux Indians, to which he belonged, that had not been allotted, had been opened to settlement * * *. [*Id.* at 947.]

Nevertheless, it was found that there was continuing regulation by the Tribe of its membership and family relations and constant supervision over the Tribe by the resident federal agent:

> [The issuing of allotments] did not radically change the title to the lands reserved for [these Indians], or their need of care and education. The government held the title to their reservation in trust for them collectively before, it held the title to their allotments in trust for them individually after, the issue of the patents. There was every reason why congress should retain and exercise its power to superintend the trade with them, and none to induce it to renounce it. By the treaty of 1867 the United States agreed to appoint and maintain an agent for these Indians at Lake Traverse, and by its legislation and the rules of the interior department it made it the duty of this agent to use every endeavor to suppress the traffic in intoxicating liquors with them, to educate them, and to induce them to cultivate the soil. There has been no express abrogation of this agreement in any subsequent treaty or act of congress, and the government has continued to comply with it since the allotments as it did before. Agreements are not released or abrogated and statutes are not repealed by implication unless the subsequent agreements or laws are necessarily repugnant to those which preceded them. [*Id.* at 951.]

This evidence of the continued exercise of federal trust responsibility after the opening of the Reservation supports our conclusion that the Reservation was opened, but not dissolved. See also *United States* v. *Rickert,* 188 U.S. 432.

We have been unable to discover contemporaneous opinions of the Department of the Interior directed precisely to the jurisdictional effect of the 1891 Act. There are, however, two recent decisions, predating either of the appellate decisions under review, and rendered at a time when *DeMarrias* v. *State,* 319 F. 2d 845 (C.A. 8), overruled by the *Erickson* decision, was still intact. Both decisions, made by the Field Solicitor of the Department of the Interior in Aberdeen, South Dakota (the office which deals with this Tribe on a regular basis), sustained the continued federal and tribal authority and the commensurate lack of state jurisdiction over ~~them~~ following within the Treaty boundaries of the Lake Traverse Reservation (Opinions of June 9, 1972 and August 16, 1972, DeCoteau, Pet. Br. App. 21–33). Interpretation of a law by the government agency responsible to administer it is, of course,

entitled to great weight. *Udall* v. *Tallman*, 380 U.S. 1, 16. This is particularly true when the statute may affect the status of an Indian reservation and the trust responsibilities of the United States. *Seymour* v. *Superintendent, supra*, 368 U.S. at 357; *Mattz* v. *Arnett*, supra, 412 U.S. at 505.[8]

[8] South Dakota points out (DeCoteau, Rep. Br. 113–116) that the depiction of the Reservation on government maps varied considerably over the years since 1891. From 1892 to 1908 the Reservation was not shown on the maps. From 1909 to 1917 the Reservation was shown as an "open" reservation, but the 1918 map shows it as a "former" reservation. Modern maps show the Reservation simply as a "reservation." We think these differences are unimportant. The early map-makers wanted to show that the lands were no longer reserved for exclusive Indian occupancy, but were open for settlement. As this Court and Congress began to refine the jurisdictional meaning of such openings, the map makers followed suit. Indeed the meaning of the word "reservation" itself has changed over the years. In early years it seemed to have been used to mean literally land reserved for exclusive Indian use. Later, as a result of the various "opening" Acts, it came to have the broader jurisdictional meaning that it has today. The first decision of this Court to clarify the meanings of "reservation" and "Indian country" after the General Allotment Act was *United States* v. *Celestine*, 215 U.S. 278, 285–286. This process of clarification continued with enactment of 18 U.S.C. 1151 and this Court's subsequent decision in *Seymour* v. *Superintendent, supra*. Thus, as with early maps, early casual references to the Reservation as the "former reservation" (see DeCoteau, Resp. Br. 9) are of little significance; they indicate only that the Reservation had been opened for non-Indian settlement, which is not disputed. South Dakota also points out a reference to the "former Sisseton Indian Reservation" in *United States* v. *Rickert*, *supra*, 188 U.S. at 432 (see DeCoteau, Resp. Br. 173). That phrase, however, is not the Court's but part of a quotation from the pleadings below as recited in the question certified to the Court. Reservation boundaries were not at issue and the use of the phrase must be considered in light of its limited meaning at the time.

b. Congress, since the opening of the Reservation, has continued to appropriate funds for the Sisseton-Wahpeton Reservation or Agency[9] and has never referred to the Reservation as a "former reservation," as it did with the reservations recognized by this Court as continuing to exist in *Seymour* v. *Superintendent, supra*, 368 U.S. at 356, n. 12, and *Mattz* v. *Arnett, supra*, 412 U.S. at 496, n. 17. This consistent appropriation process is a significant exercise of trust responsibility. Recently, moreover, Congress has unmistakenly reaffirmed its view that the opening of the surplus lands to non-Indian settlement did not terminate or diminish the Reservation (Public Law 93–489 and Public Law 93–491, signed by the President October 26, 1974). Indeed, in Public Law 93–489 Congress restored to "the United States in trust for the Sisseton-Wahpeton Sioux Tribe" certain federally owned land "of the Lake Traverse Indian Resevation in North and South Dakota." Since the land had not been trust land, this is a clear indication of the congressional understanding that the Reservation was never abolished and always included non-trust land. Similarly, Public Law 93–491 authorizes the Secretary of the Interior to acquire lands:

> *within the boundaries of the Lake Traverse Reservation* * * * for the purpose of consolidating landholdings, eliminating fractional heir-

[9] See, for typical early appropriation language, 39 Stat. 988 and 42 Stat. 576. In recent years general appropriations have not been by particular reservation or agency. An extensive accounting of trust funds of the Tribe expended by the United States is available in General Services Administration Report, *The Lower Sioux Indian Community in Minnesota, et al.*, Docket No. 363 (June 1967) before the Indian Claims Commission.

> ship interests in Indian trust lands, providing land for any tribal program for the improvement of the economy of the tribe and its members through the development of industry, recreational facilities, housing projects, and the general rehabilitation and enhancement of the total resource potential *of the reservation.* [Emphasis added.]

It further authorizes the Tribe to sell tribal property and, from the proceeds, purchase *"other land on the reservation."* Again, we have a recognition of the Reservation's existence beyond trust lands and its continued service as the home and political jurisdiction of the Sisseton-Wahpeton Tribe. While these recent Acts are not determinative of an earlier congressional intent, they are consistent only with the continuity of the Reservation's original boundaries and should be given weight. See *Seymour* v. *Superintendent, supra,* 368 U.S. at 356.

III

THE TRIBE'S INHERENT RIGHT OF SELF-GOVERNMENT, CONFIRMED IN THE TREATY OF FEBRUARY 19, 1867, AND THE PRACTICALITIES OF PERFORMING THE CONTINUING TRUST RESPONSIBILITY OF THE UNITED STATES TOWARD THE TRIBE SUPPORT THE INTERPRETATION OF THE ACT OF 1891 AS NOT DIMINISHING THE RESERVATION

We have discussed the jurisdiction of the State within the borders of the Lake Traverse Reservation primarily in terms of the precise wording of the statute opening the Reservation for non-Indian settlement. But the alleged ambiguity of the Act of 1891 and of similar Acts opening reservations also calls for a broader approach.

We note, first, that the Sisseton-Wahpeton Tribe remains an important and populous Indian tribe exercising its federally guaranteed powers of self-government under federal guardianship. A large amount of land, scattered about within the boundaries of the Reservation, remains trust land. The State of South Dakota did not choose to assume responsibility for civil and criminal law and law enforcement within Indian country in the state when it could have done so under Public Law 280, *supra.* Compare *Williams* v. *Lee,* 358 U.S. 217, 222–223; *McClanahan* v. *Arizona State Tax Commission,* 411 U.S. 164, 177–178. Nor is the decision that the State asks of this Court one that could give the State jurisdiction over acts occurring on trust land. Instead, the result sought by the state would greatly increase the difficulty of achieving adequate law and order on the reservation by requiring plat-book jurisdiction—state jurisdiction over Indians on this lot, federal or tribal jurisdiction on the next. Obviously, such an absurd result, in a reservation such as this, where a large Indian population lives, ought to be avoided, if possible.

Also, and equally important, it is, and has been, the policy of the United States that, unless specifically terminated by Congress, Indian tribes are self-governing political communities. In *McClanahan* v. *Arizona State Tax Commission, supra,* 411 U.S. at 168, this Court stated:

> • • • "[t]he policy of leaving Indians free from state jurisdiction and control is deeply rooted in the Nation's history." *Rice* v. *Olson,* 324 U.S. 786, 789 (1945). This policy was first

> articulated by this Court 141 years ago when Mr. Chief Justice Marshall held that Indian nations were "distinct political communities, having territorial boundaries, within which their authority is exclusive * * *."

See also *Williams* v. *Lee, supra,* 358 U.S. at 220:

> Essentially, absent governing Acts of Congress, the question has always been whether the state action infringed on the right of reservation Indians to make their own laws and be ruled by them.

This right to self-government was explicitly guaranteed the Sisseton-Wahpeton Tribe in its 1867 Treaty with the United States and has never been taken away by Congress. Article 10 of that Treaty states (DeCoteau, Pet. Br. App. 6):

> The chiefs and head-men located upon either of the reservations set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians * * *.

Tribal control over domestic relations, at issue in *DeCoteau,* is at the heart of this right of Tribal self-government. See, *e.g., United States* v. *Quiver,* 241 U.S. 602, 603–604. The question of a child's welfare cannot be decided without reference to his family

structure. This involves both a sympathetic knowledge of the individuals involved, and a knowledge of the background culture. No matter how well-intentioned, state authorities are not likely to have insight into these important areas. Moreover, if such authorities are to have jurisdiction over tribal children in dependency and neglect cases, there is a substantial chance that such children may be placed in non-Indian homes outside the Reservation and be deprived of their cultural identity.[19] The Sisseton-Wahpeton Tribe opposed such practices in a tribal resolution on July 6, 1972, which states:

> SISSETON-WAHPETON SIOUX
>
> WHEREAS, The Sisseton-Wahpeton Sioux Tribe is interested in the well-being of all the enrolled members of the tribe and
>
> WHEREAS, Minor children of Sisseton-Wahpeton descent have been placed in non-Indian foster and adoptive homes all over the United States.
>
> WHEREAS, The tribal council is in the process of researching the sovereign status of the tribal entity in respect to its jurisdiction as stated in

[19] This concern, in the light of present experience, was strongly expressed by the North American Indian Women's Association in a recent report. North American Indian Women's Association, Inc., *Project Report for Development of a Prototype Program for Indian Children with Special Needs,* BIA Contract No. K51C14200761, December 15, 1973. The first recommendation made by the study was that "[W]hen at all possible, Indian Children should be placed with Indian foster parents." *Id.* at 62.

the constitution of the Sisseton-Wahpeton Sioux Tribe, and,

WHEREAS, It is the intent of the Sisseton-Wahpeton Sioux Tribe to establish its own method of social and economic development and well-being of the enrolled members, and,

WHEREAS, It is the strong feeling of the tribal council to "make every stand possible to keep these children on the reservation" (minutes of June 6th council meeting) and "the tribal council would like these children to be placed in an Indian licensed home until an Indian home can be found for them to be adopted."

THEREFORE, BE IT RESOLVED, that Mr. Bert Hirsch, legal counsel from the Association of American Indian Affairs, will stand on these grounds in his argument in Roberts County Court on July 7, 1972 and future cases of this nature.

The Sisseton-Wahpeton Tribe is a responsible body, concerned about its young people. It should have authority over dependency and neglect and similar proceedings concerning its own people anywhere within the Reservation.[11] If this authority were fragmented so as to apply only to acts committed on trust land within the Reservation, it would be practically meaningless as an exercise of effective self-government. And neither the Tribe, in domestic relations matters and with respect to the criminal offenses left to its control, nor the United States, in its control over major crime, should have to search the tract books in

[11] The Tribe has assumed such authority under its tribal code.

order to determine whether it or the State has jurisdiction. *Seymour* v. *Superintendent, supra,* 368 U.S. at 358.

CONCLUSION

For the foregoing reasons, the judgment of the Supreme Court of the State of South Dakota should be reversed and the judgment of the United States Court of Appeals for the Eighth Circuit should be affirmed.

Respectfully submitted.

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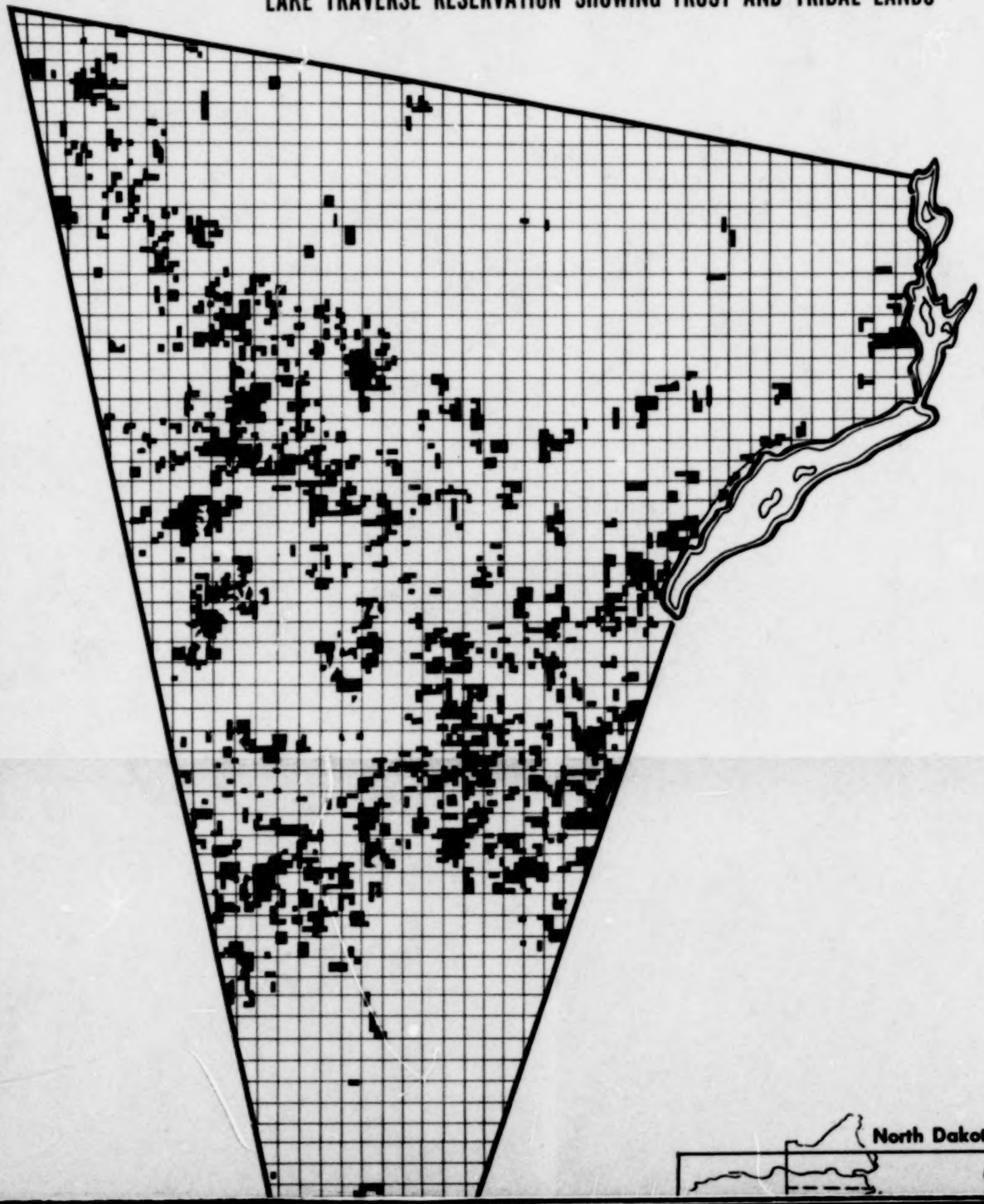
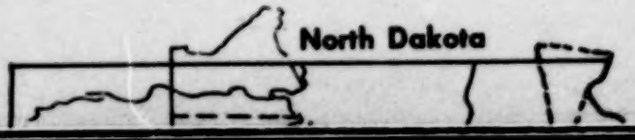
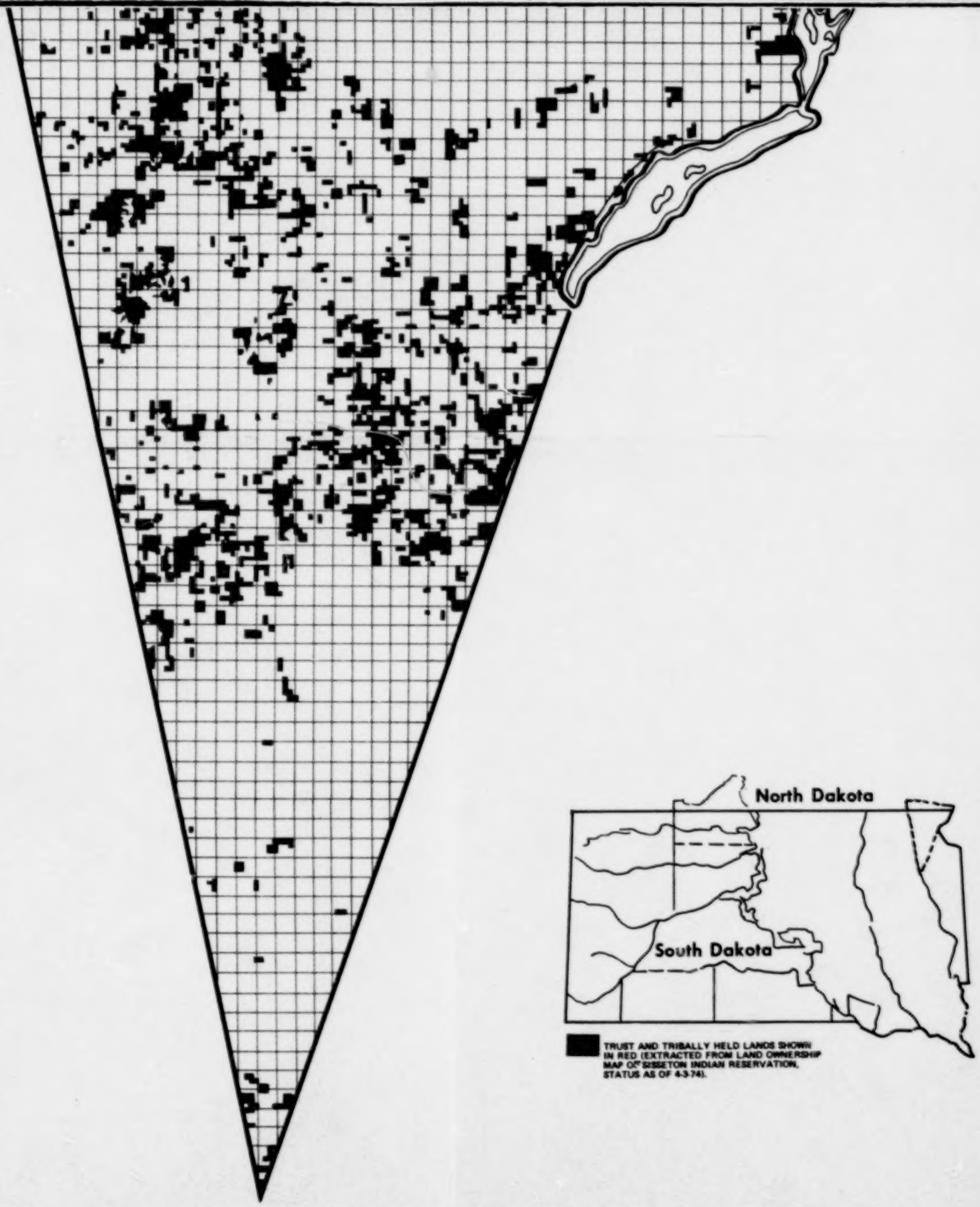
Diagram of
LAKE TRAVERSE RESERVATION SHOWING TRUST AND TRIBAL LANDS







TRUST AND TRIBALLY HELD LANDS SHOWN IN RED (EXTRACTED FROM LAND OWNERSHIP MAP OF SISSETON INDIAN RESERVATION, STATUS AS OF 4-3-74).

Supreme Court, U. S.
FILED
DEC 9 1974
MICHAEL RODAK, JR., CLERK

IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1974

No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

v.

THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO
THE SUPREME COURT OF SOUTH DAKOTA

REPLY BRIEF FOR THE PETITIONER

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IN THE

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No. 73-1148

In the matter of the APPLICATION OF CHERYL SPIDER DECOTEAU, natural mother and next friend, and on behalf of ROBERT LEE FEATHER and HERBERT JOHN SPIDER for a WRIT of HABEAS CORPUS,

Petitioner,

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THE DISTRICT COUNTY COURT FOR THE TENTH JUDICIAL DISTRICT,

Respondent.

ON WRIT OF CERTIORARI TO
THE SUPREME COURT OF SOUTH DAKOTA

REPLY BRIEF FOR THE PETITIONER

ARGUMENT

I.

THE OPENING OF THE LAKE TRAVERSE RESERVATION DOES NOT PRESENT A SITUATION THAT COMPELS ITS DISTINCTION FROM OR AN OVERRULING OF *SEYMOUR* AND *MATTZ*.

Respondent asks this Court to overrule *Seymour v. Superintendent*, 368 U.S. 351 (1962), and *Mattz v. Arnett*, 412 U.S. 481 (1973). B.R. at 175-179, 188.

Essentially, Respondent argues that allotment and sale of unallotted lands terminates the reservation. B.R. at 10-11, 59.

In the period following the General Allotment Act, Act of February 8, 1887; c.119, 24 Stat. 388, Federal Indian policy was directed toward the severance of tribal relations and the reduction of reservations. Respondent painstakingly attempts to set the Act of March 3, 1891; c.543, 26 Stat. 989, 1035, into this historical context. Respondent argues that since many reservations or portions thereof, affected by statutes which opened them to non-Indian settlement, were disestablished, the Lake Traverse Reservation must have been similarly terminated under the 1891 Act. B.R. at 57-113; B.R. App.II. No analysis of the 1891 Act, its surrounding circumstances, legislative and administrative history is presented to support this interpretation of the Act. Respondent's argument is unpersuasive.

1. **Recent Congressional Recognition of The Reservation.** In the Act of October 25, 1972; 86 Stat. 1168, Congress provided for the distribution to the Sisseton and Wahpeton Tribes of Sioux Indians of an Indian Claims Commission judgment. B.P. at 38. The Senate Report accompanying S.1462, the bill which became the 1972 Act, states: "The Lake Traverse Reservation is a V-shaped area lying in the northeast corner of South Dakota with a small portion of the reservation in the southeast corner of North Dakota.... The town of Sisseton ... is located in the approximate center of the triangular reservation." S. Rep. No. 92-144; 92d Cong., 1st Sess. at 8 (1971).[1] Contradicting Respondent's contention that the trust allotments on the "former" Lake Traverse Reservation are situated on the public domain, B.R. at 57, 73,[2] the Report notes that "the trust allotted lands are checkerboarded over the entire reservation." S. Rep. No. 92-144 at 9.

[1] This Report is replete with present-tense references to the Lake Traverse Reservation. S. Rep. No. 92-144 at 2, 4-6, 8-10, 12-13. The House Report on H.R. 6067, a Sisseton-Wahpeton

[footnote continued]

Congress recently reaffirmed its consistent recognition of the Lake Traverse Reservation. The Act of October 26, 1974; 88 Stat. 1468, "authorize[s] the Sisseton and Wahpeton Sioux Tribe of the Lake Traverse Reservation to consolidate its land-holdings" through the acquisition of any lands "within the boundaries of the Lake Traverse Reservation in North Dakota and South Dakota...."[3] The Senate Report accompanying S.1411, the bill which became the 1974 land acquisition Act, states: "The reservation is V-shaped and lies in the northeast corner of South Dakota, with a small portion in the southeast corner of North Dakota." S. Rep. No. 93-832; 93d Cong., 2d Sess. at 2 (1974).[4] See, B.P. at fn.28.

claims award distribution bill which passed the House and was vacated in favor of S. 1462, contains similar references to the Lake Traverse Reservation. H. Rep. No. 92-1369; 92d Cong., 2d Sess. at 7, 9 (1972).

[2] Respondent raises this argument for the first time in this Court, having argued below that the Lake Traverse Reservation exists and consists only of the trust allotments. R.B. below at 10-11, a position adopted by the Court below, ____S.D. ____, 211 N.W.2d 843, 846 (1973).

[3] If the State has jurisdiction on the Lake Traverse Reservation, Congress by this law has approved increased checkerboarding, an unlikely Congressional intent. The Tribe has recently negotiated a $1,000,000 FHA loan to implement this Act.

[4] The House Report on H.R. 8230, a Sisseton-Wahpeton land acquisition bill comparable in all significant respects with S. 1411, identically described the Lake Traverse Reservation. H. Rep. No. 93-1356; 93d Cong., 2d Sess. at 3 (1974).

Another Act of October 26, 1974; 88 Stat. 1465 declared that certain Federal "lands on the Lake Traverse Indian Reservation in North and South Dakota" be held in trust for the Sisseton-Wahpeton Sioux Tribe. The Senate Report accompanying S.1412, the bill which became this 1974 Act, identifies four tracts of land "located within the exterior boundaries of that portion of the Lake Traverse Reservation located in the State of South Dakota." S. Rep. No. 93-909; 93d Cong., 2d Sess. at 2 (1974).[5] The Report states that "the predominately non-Indian town of Sisseton . . . lies in the heart of the Lake Traverse Reservation."[6] *Id.* See, B.P. at fn.28. It is for acts allegedly and primarily committed in the town of Sisseton that Respondent here and Petitioner in *Erickson v. Feather*, No. 73-1500, asserts its claim to jurisdiction on the assumption that Sisseton is not Indian Country.

The Lake Traverse Reservation boundaries are today identical to those established by the Treaty of February 19, 1867, 15 Stat. 505.[7] The 1972 and 1974 acts of Congress are consistent only with this position. See, *Seymour v. Superintendent, supra*, 368 U.S. at 356.

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[5] The House Report on H.R. 8229, a companion bill to S. 1412, also discusses the Lake Traverse Reservation in the context of its continued existence in 1974. H. Rep. No. 93-1355; 93d Cong., 2d Sess. (1974).

[6] *Foot Prints*, a Brown's Valley, Minnesota newspaper in a May 1, 1892 story observed that "Sisseton . . . will be the leading town on the [Lake Traverse] Reservation." Brown's Valley is situated on the western boundary of the Reservation.

[7] The Act of March 2, 1895; c.188, 28 Stat. 889, also refers to the "Sisseton Reservation." See also, S. Ex. Doc. No. 39; 53d Cong., 3d Sess. at 2 (1895). Although Respondent claims that the official maps of the Department of the Interior failed to depict the Lake Traverse Reservation after 1891, B.R. 113-116, an 1897 official Department map, on the disposition of Sisseton-

[footnote continued]

2. "Former Reservation" Documents. Respondent refers this Court to 9 letters from Interior Department archives which mention the "former" Lake Traverse or Sisseton and Wahpeton Reservation. B.R. at 9, B.R. App. I at 1-13. The Commissioner of Indian Affairs is the highest official cited by Respondent to express this characterization of the Lake Traverse Reservation. Three of Respondent's letters were written by the Commissioner. B.R. at 9, excerpts 4, 6 and 9.[8] It is clear that all the letters used the term "former" as merely descriptive of the reservation lands opened for settlement.[9] The Presi-

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Wahpeton Sioux tribal lands under various treaties and agreements, shows the Reservation. The map is attached to S. Doc. No. 68; 55th Cong., 2d Sess. (1898) and contains no inscription indicating changed reservation boundaries as a consequence of the 1891 Act. See, B.P. at 43, fn. 31.

[8] Respondent's excerpts 4 and 6, B.R. at 9, are quoted out of context; the full letters are susceptible of an interpretation of the word "former" consistent with an undiminished reservation. B.R. App. I at 6 and 13. Excerpt 2, B.R. at 9, is from a form letter that was not prepared by its Sioux-speaking signatory and cannot be interpreted as expressive of the thinking of tribal members. Form letters signed by tribal members, and obviously prepared by the Indian Agent at Sisseton, evidence a tribal and Interior Department understanding that the reservation was not diminished or disestablished by the 1891 Act. B.P. at fn.17, B.P. App. at 46. Excerpt 3, B.R. at 9, is from a letter written by Henry S. Morris, the United States Special Allotting Agent on the Lake Traverse Reservation. Mr. Morris clearly believed that the 1891 Act had no effect on the continued existence of the reservation as defined in 1867. B.P. at 42, B.P. App. at 38-40. Excerpts 1 and 7, B.R. at 9, are letters from officials of the General Land Office, the office charged with the administration of the homestead laws. These letters use the word "former" as descriptive of the area opened for homestead settlement and express no intimation of reservation dissolution.

[9] This descriptive use of "former reservation" is highlighted by the Senate Report on the 1972 Sisseton-Wahpeton Sioux claims award distribution act which states that "four other State highways

[footnote continued]

dent, the Secretary of the Interior, and the Commissioner in letters and each Annual Report after 1891 repeatedly define the Lake Traverse Reservation boundaries in terms consistent with the 1867 Treaty. B.P. at 39-46; B.R. App. II at 94, 97, 124 (citing an 1897 Annual Report at p. 279 and omitting the reference to the undiminished Reservation at p. 280).[10] Unlike the Colville Reservation, no Congressional act affecting the Lake Traverse Reservation ever used the phrase "former reservation." *Seymour v. Superintendent, supra,* 368 U.S. at fn. 12; B.P. at fn.23. Department of the Interior actions and decisions have always affirmed the 1867 treaty reservation. B.P. at 36-46.

3. The School Lands Grant. Section 10 of the Act of February 22, 1889; c.180, 25 Stat. 676, South Dakota's

cross the former [Lake Traverse] reservation." S. Rep. No. 92-144, *supra,* at 8. This language is included in a Report that only discusses the 1974 reservation as identical to the reservation established in 1867.

[10] In the same manner, Respondent quotes out of context from *Farrell v. United States,* 110 F. 942, 947 (CA 8 1901). B.R. at 172. The full quote supports Petitioner's position and states: "LaFramboise had received his allotment and patent, and the lands within the reservation of the Sisseton and Wahpeton bands of Sioux Indians, to which he belonged, that have not been alloted, have been opened to settlement under this act . . . . The unallotted portion of the reservation of his bands was opened to settlement on April 15, 1892 . . . ." 110 F. at 947. Respondent also incorrectly cites this Court's decision in *United States v. Pelican,* 232 U.S. 442 (1914) as "in effect" affirming *United States v. LaPlant,* 200 F. 92 (D.S.D. 1911). B.R. at 154. *Pelican* was concerned with the north half of the Colville Reservation, "vacated and restored to the public domain." *Seymour v. Superintendent, supra,* 368 U.S. at 355. Respondent further cites *Lone Wolf v. Hitchcock,* 187 U.S. 553 (1903), for a proposition not discussed in that decision. B.R. at 150. See also, Amicus Br. United States at 26, fn.8 for repudiation of Respondent's analysis of *United States v. Rickert,* 188 U.S. 432 (1903).

Enabling Act, grants sections 16 and 36 in each township to the State for common schools provided that, if said sections are embraced in any permanent reservations or Indian reservations, the reservation shall have been extinguished and the lands restored to the public domain. Respondent argues that in order to avoid any inconsistency between Section 10 of the Enabling Act and Section 38 of the Act of March 3, 1891; c.543, 26 Stat. 989, 1035, granting land sections 16 and 36 in the Lake Traverse Reservation to the State for common school purposes, Section 38 must be interpreted as an extinguishment of the Lake Traverse Reservation. B.R. at 132-140.

The legislative history of the 1891 Act reveals no reference to the Enabling Act. None of the critical language in Section 10 is repeated in the 1891 Act. Petitioner can offer two substitute constructions of Section 10 of the Enabling Act and Section 38 of the 1891 Act. (1) By Section 38 of the 1891 Act, Congress may have developed an alternative system, to Section 10 of the Enabling Act, that provided for school land grants within a continuing Indian reservation.[11] (2) Section 10 of the Enabling Act contemplated no more than an extinguish-

[11] This construction gains credibility because Indian title was never extinguished. Sections 16 and 36 were never restored to the public domain as required by §10 of the Enabling Act. The Reservation was not disestablished. Still, the State was granted use of the sections for common schools. If the 1891 Act had not granted land sections 16 and 36 to the State, these sections would have remained Indian land. Amicus Br. United States at 21. *Minnesota v. Hitchcock,* 185 U.S. 373 (1902). The Act of May 29, 1908, c. 218, 35 Stat. 460, §7, recognizes that there can be Indian allotments in sections 16 and 36, granted to South Dakota on the Cheyenne River Reservation. The school lands remain in an Indian reservation. *United States ex rel. Condon v. Erickson,* 478 F.2d 684 (CA 8 1973).

ment of the reservation of definite lands embraced in an Indian reservation, e.g. sections 16 and 36, and not of the entire Indian reservation.[12] These constructions are at least as plausible as the one presented by Respondent. Respondent's Congressional Record citations are supportive of construction (2) above.[13] B.R. at 137-139. The legislative histories of the Enabling Act and the 1891 Act do not lay a clear foundation for either Petitioner's or Respondent's constructions. In view of the general legislative and historical record on the 1891 Act and the Lake Traverse Reservation generally, and

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[12] This provision also appears in the North Dakota Enabling Act of February 22, 1889; c.180, 25 Stat. 676. The Act of June 1, 1910, c.264, 36 Stat. 455, § 8 granted school lands to North Dakota. The Eighth Circuit held that this Act did not disestablish a portion of the Fort Berthold Reservation. *City of New Town, N.D. v. United States*, 454 F.2d 121 (CA 8 1972). Similarly, the Eighth Circuit held that the Cheyenne River Reservation was not disestablished by the Act of May 29, 1908, c.218, 35 Stat. 460. This Act granted sections 16 and 36 to South Dakota for school purposes. *United States ex rel. Condon v. Erickson, supra*, cited with approval by this Court in *Mattz v. Arnett, supra*, 412 U.S. at fn.23.

The Enabling Acts of Montana, Utah and Washington also contain the same provision as § 10 of the South Dakota Enabling Act. Act of February 22, 1889, c.180, 25 Stat. 676. Washington was involved in *Seymour v. Superintendent, supra*, where this Court found that a 1906 Act did not disestablish the Colville Reservation. Montana was granted sections 16 and 36 in the Flathead Reservation by the Act of April 23, 1904; c.1495, 33 Stat. 302, § 8. The Flathead Reservation was not disestablished as a result. *Confederated Salish and Kootenai Tribes v. Namen*, 380 F. Supp. 452, 457 (D. Mont. 1974).

[13] This construction is also supported by the House Report on the bill that became the Enabling Act. "It is provided in the bill that the sixteenth and thirty-sixth sections in these Indian reservations be not granted until the Indian titles are extinguished and the lands become a part of the public domain." H. Rep. No. 1025; 50th Cong., 1st Sess. at 8 (1888).

applicable rules of statutory construction, B.P. at 9-12, Section 38 of the 1891 Act did not extinguish the Lake Traverse Reservation.

Respondent's argument ignores this Court's rule of statutory construction that Congressional acts disestablishing a reservation must use express termination language. *Mattz v. Arnett, supra*, 412 U.S. at 505, fn. 22 (1973). "Vacated and restored to the public domain" is an example of the express language used by Congress to terminate reservations. Act of July 1, 1892; c.140, 27 Stat. 62; *Seymour v. Superintendent, supra*, 368 U.S. at 355-356. It is inconceivable that Congress would, by implication or innuendo, abolish the Lake Traverse Reservation through the general school lands grant provision in the 1891 Act. In the same 1891 Act, Congress demonstrated an ability to clearly state intent when it specifically "restored to the public domain" certain Coeur d'Alene lands. 26 Stat. 1031. If Congress did intend Section 38 to effect a dissolution of the reservation, the Department of the Interior never received the message. Since 1867, the Department has administered the permanent reservation area defined in the 1867 Treaty.

4. The Cession Language. Respondent argues that literally taken the broad divestiture language of cession in the 1891 Act disestablishes the reservation. B.R. at 119-126. The cession language cannot be taken literally. When the United States acts as trustee and credits the land sale proceeds to the Tribe, this Court has consistently held that Indian title is not extinguished by the cession language. *Morrison v. Work*, 266 U.S. 481 (1925); *Ash Sheep Co. v. United States*, 252 U.S. 159, 166 (1920); *Minnesota v. Hitchcock, supra*, 185 U.S. at 394-395; *United States v. Brindle*, 110 U.S. 688, 693 (1884). See

also, *Confederated Bands of Ute Indians v. United States*, 100 Ct. Cl. 413, 432 (1943); *Restoration to Tribal Ownership of Ceded Colorado Ute Indian Land*, 56 I.D. 330, 337-338 (1938); B.P. at 22, 55. See also Amicus Br. United States at 13, fn. 6, 14, 19-20; Brief Amici Curiae of Arapahoe Tribe, et al. in *Erickson v. Feather*, No. 73-1500; and B.R. 34, 40, 42, 45, for further repudiation of Respondent's "sum certain" – "outright cession" argument. See, B.R. at 61, fn. 13, *infra*. None of the statutes construed in the foregoing decisions involved absolute cessions. Respondent's error is the equation of absolute cessions with cessions under the General Allotment Act and others that contain a substantial trust element. B.R. at 59. Thus, quoting out of context, Respondent compares cession language in various Sisseton-Wahpeton treaties and agreements. B.R. at 121-123. The Treaty of July 15, 1830; 7 Stat. 328 (B.R. at 121, excerpts 1 and 2), draws specific boundary lines delineating the area excluded from tribal hegemony. The Tribe's rights to the lands it retained are stated. By the Convention of November 30, 1836; 7 Stat. 527 (B.R. at 121, excerpt 3), the Tribe effected an "entire and absolute disposition of the said lands fully authorizing the United States to do with same whatever shall seem expedient or necessary." The Treaty of July 23, 1851; 10 Stat. 949 (B.R. at 121, excerpt 4), described specific boundaries and stated that the Tribe would remove itself from the ceded area. The Act of June 24, 1874; 18 Stat. 167 (B.R. at 122, excerpts 6 and 7), amended the 1867 Treaty, particularly describing lands to be "ceded absolutely." B.P. at 14. It is clear from each of the pre-1891 cessions that the Tribe was in fact agreeing to extinguish its title to certain lands. These pre-1891 cessions are not comparable in any respect to the 1891 "cession," made pursuant to the General Allotment

Act.[14] *Mattz v. Arnett, supra*, 412 U.S. at 496; B.P. at 36-37. Those sections of the 1891 Act pertaining to the Lake Traverse Reservation, viewed in their entirety contain no termination language and lend no

[14] Respondent reprints numerous references from the legislative history of various cession agreements and the Annual Reports of the Commissioner of Indian Affairs and the Secretary of Interior describing a multitude of tribal land cessions, reservation abandonments and tribal removals contemporaneous with 1891, and all, according to Respondent, resulting in the transfer of Indian lands to the public domain. B.R. at 51-113, 124-145, 147b; B.R. App. II at 1, 5-7, 10, 18, 21, 22, 30, 36, 44, 48, 50-53, 56, 68, 101, 102, 106, 108, 115, 118, 121, 125, 141, 142, 150. Although Respondent concedes that each agreement with a tribe must be taken on its own facts and legislative history, B.R. at 118, 177, these documents are presented as representing situations comparable to the Lake Traverse Reservation opening. When read in context, the cessions discussed used express language of reservation termination. Unlike the "cessions" in *Seymour* and *Mattz*, none of these cessions employed the General Allotment Act to open surplus lands to settlement and consequently not diminishing the reservation. An example is the Agreement with the Crow Tribe, Act of March 3, 1891; c.543, 26 Stat. 1039, highlighted by Respondent. B.R. 51-61. The Agreement specifically described the ceded area, 26 Stat. 1040, and referred to the remainder as the "retained reservation." 26 Stat. 1041. Unlike the Lake Traverse opening, there is provision for a survey. 26 Stat. 1042. The 1891 Fort Berthold Reservation Agreement, 26 Stat. 1032, contains virtually identical provisions, and includes a specific grant of jurisdiction to the Dakota Territory. In fact, the Lake Traverse Reservation is the only reservation in the 1891 Act to have settlement of surplus lands within an undiminished reservation under the General Allotment Act.

Contrary to Respondent's belief, B.R. at 55-57, there is no distinction between acts which terminate a discrete portion of a reservation and those which terminate the entire reservation. In either case, Congress clearly expresses its intent with regard to the consequences of the act for continued reservation existence. B.P. at 16, fn.8; B.R. at 170-171. Certainly if an entire reservation were to be abolished, Congress would make more than an inferential statement of this intent in a school lands grant provis-

[footnote continued]

substantiation for the position that the Reservation or any portion thereof was abolished, nor do the post-1891 enactments. B.P. at 36-38; see pp. 2-4, *supra*.

5. South Dakota Rejected Jurisdiction Over Indians. South Dakota was admitted into the Union as a State on the express condition that its people do "agree and declare . . . [that] Indian lands shall remain under the absolute jurisdiction and control of the Congress of the United States. . . ." Enabling Act of February 22, 1889; 25 Stat. 676; S.D. Comp. Laws Ann. Vol. 1 at 183 (1967); S.D. Const. Art. XXII. South Dakota has never had civil jurisdiction on Indian reservations. During the 1890s Congress agreed to give South Dakota criminal jurisdiction on Indian reservations. In 1901 South Dakota ceded this jurisdiction back to the United States, Laws of S.D. chs. 105-106 (1901), and the United States accepted. Act of February 2, 1903; c.351, 32 Stat. 793; Act of March 4, 1909; c.321, 35 Stat. 1151-1152. Neither South Dakota nor Congress have changed the absolute jurisdiction of the United States and the tribes over Indians in Indian Country.

If the law authorized State jurisdiction in Indian Country, there would have been no need for the standing invitation of the United States for the State to assume jurisdiction over Indians in Indian Country, without the consent of the Indians under the Act of August 15, 1953; c.505, § 7, 67 Stat. 588, and with the consent of the Indians under the Act of April 11, 1968; § § 401(a), 402(a), 82 Stat. 73, 78, 79, 25 U.S.C. 1321(a).

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ion. See, pp. 6-9 *supra*. The lack of explicit or any termination language in the Lake Traverse Reservation opening can only be interpreted as a Congressional intent to continue the Reservation. Respondent's discussion of the Crow Agreement only serves to emphasize the differences, not the similarities, between it and the Lake Traverse Reservation Agreement. In *Seymour* and *Mattz*, *all* the unallotted lands on the reservations involved were opened for non-Indian settlement. Contrary to the holding of this Court in those cases, Respondent would argue that the reservations involved were abolished with the Indian allotments consequently checkerboarded on the public domain.

Pursuant to the authority of the 1953 Act, South Dakota that year adopted S.D. Comp. Laws Ann § § 1-1-12 to 16 giving South Dakota criminal and civil jurisdiction over Indian lands provided the additional costs could be passed on to the Federal Government. *In re High Pine's Petition*, 78 S.D. 121, 99 N.W.2d 38 (1959), held these statutes inoperative since the conditional terms were not accepted by the Federal Government. The statutes were repealed. S.D. Comp. Laws Ann. § 1-1-20 (1967). In 1961, South Dakota again attempted to obtain jurisdiction. S.D. Comp. Laws Ann. § § 1-1-18 to 21 (1967). The statutes never became effective because the Governor's consent and Federal assumption of costs required by S.D. Comp. Laws Ann. § 1-1-21 (1967) were never obtained. *In re Hankin's Petition*, 80 S.D. 435, 125 N.W.2d 839 (1964). South Dakota's last legislative attempt to obtain jurisdiction came in 1963. S.D. Sess. Laws, c.467 at 522 (1968). This attempt was voided by popular referendum in 1964. S.D. Comp. Laws Ann., Table of Omitted Provisions, Vol. 1 at 969 (1967). South Dakota has likewise not obtained jurisdiction under the 1968 Act since the adult enrolled members of the Sisseton-Wahpeton Sioux Tribe have never held an election to grant jurisdiction to the State.

South Dakota had 15 years, 1953-1968, to assume a full measure of jurisdiction over trust and non-trust lands in Indian Country. Checkerboarding could have been avoided. Failing to assume jurisdiction, the State now wishes to prevent the United States from exercising a full measure of jurisdiction. The State does not want the United States to have jurisdiction on non-trust lands

within the Lake Traverse Reservation, thereby creating extensive checkerboarding without warrant. The State has never lawfully acquired jurisdiction over Lake Traverse Reservation lands and should not now be allowed to obtain jurisdiction in an unauthorized manner that circumvented the law. An interpretation of the 1891 Act that gives the State jurisdiction not only thwarts the interests of the Sisseton Wahpeton Sioux and the United States, but is directly contrary to the will of the people of South Dakota as expressed in the 1964 referendum.

II.

THE LEGISLATIVE AND JUDICIAL HISTORY OF THE ALLOTMENT PERIOD, 1890-1910, SUPPORTS THE CONCLUSION THAT THE LAKE TRAVERSE RESERVATION WAS NOT DISESTABLISHED OR DIMINISHED BY THE ACT OF MARCH 3, 1891.

In many respects the treatment of Indian tribes by the United States circa 1900 may not be praiseworthy. A close reading of the transcripts of the last two of the five council sessions that the commissioners held with the Sisseton and Wahpeton Sioux reveals that the Tribe was probably strong-armed into opening the Lake Traverse Reservation. S. Ex. Doc. No. 66; 51st Cong., 1st Sess. 23-29 (1890). By allowing those ravenous for lands to settle in its midst, the Tribe certainly never considered that it was abandoning its way of life, a life dependent on the existence of the reservation subject to federal protection and free from state jurisdiction.[15]

[15] Respondent refers to selected excerpts from an 1889 Minneapolis Tribune story, B.R. at 7, 17-18; B.R. App. I at 19, and from transcripts of the 1889 negotiations for the opening of the Reservation. B.R. at 20-26, 126. Respondent cites these materials as dispositive of Congressional intent to disestablish the Reservation

[footnote continued]

Respondent argues in essence that this Court in *Seymour* and *Mattz* and the Eighth Circuit in *New Town Condon* and *United States ex rel. Feather v. Erickson*, 489 F.2d 99 (CA8 1973) are allowing a post-1960 historical moral judgment of the 1890-1910 period to intrude on an objective analysis of what actually transpired during the allotment period. B.R. at 15. Respondent spins an elaborate web of documentation to demonstrate that the Court today has been rewriting the history from 1890 to 1910. B.R. at *passim*.

Respondent's argument could possibly have merit if, post-1960, the courts resurrected reservations legislatively terminated for over 50 years. Such judicial action would have major consequences for the people residing in the area affected. These consequences do not exist here.

The legislative and judicial history of reservations opened for settlement does not support Respondent's historical analysis. The General Allotment Act contemplated the extinguishment of Indian titles or right to occupation of surplus lands within reservations and not the disestablishment of any part of the reservation. *Seymour v. Superintendent, supra*, 368 U.S. at 349-350; *Mattz v. Arnett, supra*, 412 U.S. at 496-497. B.R. at 27, 30, 32, 47, 84, 87; B.R. App. II at 159.

The original goal of the General Allotment Act was to reduce the Indian land estate and end the tribal relation. The Indians did not approve of these goals. In

two years later in 1891. The materials have nothing to do with Congressional intent. The Tribune story excerpts are completely out of context; patching parts of statements of several people in a misleading way. B.R. at 17-18. The negotiation proceedings read in their entirety do not at all support Respondent's disestablishment conclusion. B.P. at 17-19. Both documents were prepared by non-Indians and the reliability of the translations from Sioux must also be questioned.

1906, Congress recognized the failure of the Act and amended it to continue the trust period and the reservation system. Act of May 8, 1906; c.2348, 34 Stat. 182. *United States v. Celestine*, 215 U.S. 278, 291 (1909); *Mattz v. Arnett, supra*, 412 U.S. at 496-497; B.P. at 36-37, fn. 26.

Seymour and *Mattz* do not invent new constructions of the General Allotment Act as amended. Rather, these decisions reaffirm this Court's early holdings which recognized continued reservation existence after allotment and "cession." *United States v. Celestine, supra; United States v. Nice*, 241 U.S. 591 (1916); *Ash Sheep Co. v. United States, supra.* If the Court had held in these cases that the General Allotment Act could not be construed consistently with reservation continuation, one would expect to find legislative and administrative history and enactments fatal to the position of the many tribes thereafter affected. In *Seymour* and *Mattz* no such history existed. Here, the trust period continues on the Lake Traverse Reservation, B.P. at 37-38, and recent enactments recognize the continued existence of the 1867 treaty reservation. From its creation, the Government has administered the area as a Federal Indian reservation. The tribal relations of Sisseton-Wahpeton Sioux Tribe members have never been severed and the tribal government is stronger today than at any other time in this century.

CONCLUSION

Congress has never terminated or reduced the original Lake Traverse Reservation. This Court should follow its holdings in *Seymour* and *Mattz*, reverse the judgment below and remaind with instructions to the court below to grant Petitioner's application for a writ of habeas corpus.

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